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RESEARCH REPORT

PLANNERS GUIDE FOR
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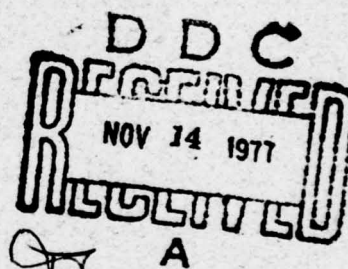
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Defense Civil Preparedness Agency
Washington, D.C. 20301

Contract: DCPA01-76-C-0309
Work Unit: 2614A

September 1977

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PLANNERS GUIDE FOR CRISIS RELOCATION TRAINING

by

Robert A. Harker

for

Defense Civil Preparedness Agency
Washington, D.C. 20301

Contract: DCPA01-76-C-0309
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DETACHABLE SUMMARY

PLANNERS GUIDE FOR CRISIS RELOCATION TRAINING
Contract Number: DCPA01-76-C-0309 Work Unit 2614A

This report describes the development of the Planners Guide for Crisis Relocation Training. The Guide is included as the main chapters and appendices. Technical planning materials are synopsized from DCPA Crisis Relocation Planning documents. Local training requirements are derived from the planning materials. Training exercises responsive to the requirements are outlined. The Guide is designed primarily to assist local officials should they need to prepare crisis relocation plans on a largely self-help basis.

Research Approach

This research is based on a rationale, developed during prior studies, that crisis events might occur which would preempt the present relatively low-budget, low-priority civil defense planning. During a crisis buildup, civil defense would require a rapid expansion of detailed, coordinated planning activities; and leadtimes would be greatly reduced. This effort would have to be accomplished by the staffs of local governments, institutions, and industry, and by the general population on a largely self-help basis.

The research was conducted in several tasks:

1. Planning and training requirements of local governments were derived from past studies. This task identified a critical need for organizing and presenting planning and training materials in a brief but comprehensive format.
2. Crisis relocation planning materials were reviewed and analyzed to allow selection of those most critical for local planners.
3. Current training methods and procedures were analyzed to yield significant insights into improved programs for local officials. The studies indicate the local preferences, experiences, and normal working modes of local officials.
4. A format for the Guide was developed to accommodate synopsis of planning and training materials. An outline format for textual materials was adopted for brevity and for ready cross-reference.

5. The Guide was fleshed out by incorporating (a) substantive materials on workshop and simulation exercise approaches, and (b) technical materials required for crisis relocation planning.

Description

The Planners Guide is divided into four chapters and two appendices. Together, these outlines cover the main elements of both training exercises and planning guidance. The Guide is formatted so that usually a page of text is matched with an Exhibit which may be an illustration, table, or flow diagram.

Chapter I gives the background for crisis relocation training. It outlines the purpose and content of the guidance. The role of crisis relocation, general DCPA policies, and the rationale for self-help planning and training are described.

Chapter II discusses the local area training requirements derived from the planning guidance.

Chapter III describes workshop exercises. Training approaches, roles for scenarios, and types of exercises are discussed. The format of a typical workshop exercise is given.

Chapter IV deals with crisis buildup events and local planning and training activities. This material is presented to assist local officials who may enter the planning process during a crisis buildup. The materials are designed to help the local planner determine what should be done in response to the event, and to visualize future requirements.

Appendix A is divided into six sections. The Introduction describes the planning guidance and lists reference materials. The other five sections are synopses of the guidance for state level, allocation, host area, risk area, and organization planning.

Appendix B is a brief scenario of world events which might culminate in a decision to implement crisis relocation.

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ABSTRACT

This report describes the development of the Planners Guide for Crisis Relocation Training. The Guide is included as the main chapters and appendices. Local training requirements are derived from the planning materials. Training exercises responsive to the requirements are outlined. Technical planning materials are synopsized from DCPA Crisis Relocation Planning documents. The Guide is designed primarily to assist local officials should they need to prepare crisis relocation plans on a largely self-help basis.

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PREFACE

This is the final report prepared under DCPA Contract Number DCPA01-76-C-0309. The work is part of a continuing research effort under Work Unit 2614A of the Emergency Operations System Division, Research Directorate of the Defense Civil Preparedness Agency. The research effort deals with the use of simulations and scenarios as background for other research activities and as training techniques for local government officials. This report presents guidance for planners involved with crisis relocation training workshop exercises. The extensive DCPA guidance for crisis relocation contingency planning is synopsized in Appendix A. A brief scenario of world events which might lead to a nuclear confrontation is presented as Appendix B. The emphasis of this guide is to serve local planners and trainers who may find themselves in a situation where they must proceed with crisis relocation planning on a largely self-help basis.

Robert A. Harker, the principal investigator, was responsible for the project design and its overall performance. He has had extensive experience in evaluating the EOST and on-site assistance training projects related to local jurisdictional plans, as well as detailed knowledge of scenario development techniques, advanced emergency operations concepts, and improved training methods. Charles T. Rainey contributed to the project design and reviewed the development of the guidance.

The Contracting Officer's Technical Representative, George C. Van den Eerghe, and the Staff Director of the Emergency Operations System Division, James W. Kerr, directed conceptual development, provided input data, and critically reviewed research developments. Comments from staff members of DCPA's Regions also provided valuable insights. Frank J. Mollner of

Region Six contributed valuable assistance. The author expresses his gratitude to the many individuals for their assistance in this research endeavor.

The content of most of the exhibits of the "Planners Guide for Crisis Relocation Training" was taken from other materials. The sources for these exhibits are as follows:

- (1) DCPA, "Guide for Crisis Relocation Contingency Planning, Parts I through V," Working Draft, January 1976.
- (2) W.E. Strobe and B.J. Neitzel, "A Revised Prototype CR Plan for El Paso County - Colorado Springs," (TN 3479-18) Stanford Research Institute, 1977.
- (3) R.A. Harker and C.C. Coleman, "Application of Simulation Training Exercises to Crisis Relocation Planning," Center for Planning and Research, Inc., 1975.
- (4) C.T. Rainey and F. Goshe, "Development of Master Checklist for Planning Nuclear Defense Operations," Center for Planning and Research, Inc., 1975.
- (5) "Crisis Relocation Host County Plan for Gunnison County, Colorado," (First Draft), 1976.
- (6) DCPA, "Attack Environment Manual, Parts 1 through 9," 1973.

Following are the exhibit numbers and sources.

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I.B.	(1)	A-3.2	(1)
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I.D.	(1)	A-3.4	(1)
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INTRODUCTION

Scope

This research report includes a "Planners Guide for Crisis Relocation Training" in four numbered chapters and two appendices. Appendix A is a synopsis of the DCPA five-part guidance* for crisis relocation planning. Appendix B is a brief scenario outlining the development of an international crisis that might lead to the relocation decision. This Introduction presents a discussion of the method of approach and the work performed in the development of the training guidance.

The "Planners Guide for Crisis Relocation Training" was developed for the Defense Civil Preparedness Agency (DCPA) under Contract No. DCPA01-76-C-0309. The contract scope of work was as follows:

- F.1.A. "...to prepare a comprehensive and detailed crisis relocation guide for use by planners to indoctrinate local officials making use of such modern training tools as the workshop approach and simulation exercises. This guide is especially intended for officials who are or will be in the process of generating local crisis relocation plans...
- F.1.B. "(1) The guide shall emphasize the self-help contribution of the user; this is most important when help from others is not readily available and individual initiative becomes heavily taxed.
"(2) The guide shall be comprehensive enough to help the user with finding alternative solutions to a multiplicity of planning problems.
"(3) The organization and content of the guide shall be such that planners will be provided with a tool that will help improve the quality and accuracy of the work performed by local officials, in both host and risk areas."

Rationale

This research project is part of DCPA's continuing research on advanced emergency operations concepts, focusing on methods for improving planning and training by local jurisdictions. DCPA staff members are well aware of the difficulties of generating and maintaining a comprehensive disaster planning effort in local communities when the disaster is viewed as an

* Defense Civil Preparedness Agency, "Guide for Crisis Relocation Contingency Planning," Parts I through V, (Working Draft, CPG-2-8), Department of Defense, Washington, D.C., January 1976.

improbable event with uncertain consequences. A major conclusion of an earlier study^{*} was that civil defense planning and training guidance should include materials to assist local jurisdictions to deal with crisis events as they develop and with preparedness requirements as they are imposed.

In large measure, DCPA and local civil defense are currently organized to function in an advisory role with only cadre personnel at the local level. While as much as possible should be accomplished as early as possible, it is likely that in the immediate future, civil defense activities will remain a low priority item for all levels of government. A crisis buildup would change this situation rapidly, requiring a great increase in civil defense activities. Under extreme stress, normal lead times of years and months would have to be shortened to weeks and days. The change of posture and priorities would require a rapid expansion of detailed, coordinated planning activities. These activities would have to be accomplished by the line and staff organizations of government, institutions, and industry, and by the general population largely on a self-help basis. A "Planners Guide for Crisis Relocation Training Workshops" could be a valuable tool for assisting local organizations to rapidly achieve effective plans.

Crisis relocation, in contrast to in-place protection, introduces complexities of massive population movements and logistical realignments. Crisis relocation also requires extensive coordination between host, transit, and risk jurisdictions, as well as regional coordination. DCPA is engaged in a continuing program to develop extensive technical and emergency operating data and guidelines for assisting local government in its crisis relocation planning. Of necessity, much of this work is conducted on separate subjects (such as independent studies of emergency shelter requirements, food logistic requirements, traffic coordination and control, etc.). Prototype planning studies have been conducted in selected communities and areas. Current thinking envisions that federal-sponsored planning teams, working at Region and State levels, will accom-

* R.A. Harker and C.C. Coleman, "Application of Simulation Training Exercises to Crisis Relocation Planning," Center for Planning and Research, Inc., Palo Alto, California, December 1975 (DCPA01-74-C-0313).

plish crisis relocation planning over an extended period (seven years). These teams are to be assisted by State and local officials.

Thus, it is expected that the technical developments and planning efforts will continue for several years. Should a crisis occur during the development period -- with minimal civil preparedness by local governments, institutions, and industry -- DCPA would be called upon to distribute its planning and training materials rapidly and widely. A major problem would be to adequately serve the heavy requirements of the many participants. Cadre personnel, including personnel from the planning teams, could introduce the DCPA materials to guide planners and managers of existing local line organizations. These organizations could then adapt the DCPA materials to local requirements and resources, and use them to flesh out the pre-crisis plans and provide operating capabilities. This guide for crisis relocation training is designed to expedite such contingent implementation. The guide is in a format to accept modifications as they are developed.

Workshop exercises and simulation training appear to be an effective means for introducing the concepts and materials of crisis relocation planning and for initiating the planning effort with the local executives. The exercises would also be an effective means for coordinating activities of the Region, State, and local planning teams. Special training programs in RADEF, heavy rescue, shelter management, etc. should be continued in parallel to augment these skills of operating personnel. The "Planners Guide for Crisis Relocation Training Workshops" synthesizes the more detailed planning materials and emphasizes the needs for local officials to adapt their resources and skills to crisis relocation planning and training requirements. Finally, the Guide provides ready reference to pertinent DCPA technical materials.

Research Approach

The research was conducted in several tasks structured to meet the study objectives and to effectively use the experience of the research team in the evaluation and development of planning guide materials and the derivation of workshop and simulation exercise procedures. The research approach included the following sequence of tasks:

- Task 1: Determine Local Government Relocation Planning and Training Requirements
- Task 2: Analyze Crisis Relocation Planning Materials
- Task 3: Review Current Training Methods and Procedures
- Task 4: Develop Format for Planners Guide
- Task 5: Prepare Final "Planners Guide for Crisis Relocation Training".

Task 1: Determine Local Government Relocation Planning and Training Requirements

Past work in simulation training evaluations and crisis relocation planning was reviewed to determine local relocation planning requirements. This past work had entailed extensive contacts with local government officials and pointed out the need and most expeditious techniques for achieving local participation. Because many planning problems may arise at a time when outside help is not readily available, there was a need for guidance allowing local planners to proceed on a self-help basis. This research task identified a critical requirement for organizing and presenting planning guidance in a brief but comprehensive format. This format would provide an orderly procedure for achieving local risk and host area crisis relocation plans. A further consideration was the need for areawide coordination of the local plans between risk and host jurisdictions and with higher echelon government agencies.

Task 2: Analyze Crisis Relocation Planning Materials

Extensive materials relevant to crisis relocation planning were consolidated in the five-part DCPA planning guidance. This guidance is currently being reviewed and may be revised. Each of the five parts deals with different classes of areas, functions, or organizations. With its reference materials, "Standard Data Package," each was designed to be largely sufficient for its audience. It appeared that a vital element of the self-help planners guide should be the provision of a more simple means for a local official to comprehend the overall requirements of crisis relocation, and to identify his role in the process. At the same time, it was recognized that the technical aspects and many organizational interrelationships required in-depth knowledge and planning.

Task 3: Review Current Training Methods and Procedures

The recent studies of simulation training and workshop exercises yielded significant insights into improved methods and techniques for

training of local officials who will be involved in the process of generating local crisis relocation plans. The studies indicate the local preferences, experiences, and normal working modes of the local officials. This task associated the training methods and procedures with specific elements of crisis relocation planning, and allowed selection of the most expeditious means for presenting planning procedures to local officials, so that they might effectively address their planning problems.

Task 4: Develop Format for Planners Guide

The first three tasks of the research approach were concerned with the evaluation and development of materials relevant to the content of the "Planners Guide for Crisis Relocation Training." This fourth task required the synthesis of the materials into a format allowing the users access to the materials on a self-help basis. The selected format for the Guide is based on that used for the DCPA Attack Environment Manual.* Usually a page of text is matched with an Exhibit which may be an illustration, table, or flow diagram. This technique allows brief and separable treatment of the content. An outline format for textual materials was adopted for brevity and for ready cross-reference. The extensive relevant reference materials may be difficult for a local official to obtain quickly, and many materials may not be vital to his particular planning effort. The five-part guidance was synopsisized to allow a local official an overview of the total crisis relocation planning requirements. For his further guidance, backup materials were referenced throughout the synopsis.

Task 5: Prepare Final "Planners Guide for Crisis Relocation Training"

This last task was concerned with fleshing out the format of Task 4 and incorporating (a) substantive materials on workshop and simulation exercise approaches, and (b) technical materials required for crisis relocation planning. The planners guide references and summarizes pertinent technical materials. Because much of the work on crisis relocation is, and for the foreseeable future will be of an evolutionary nature, the planners guide emphasizes the training aspects and the general content of the relocation materials. Specific planning guidance materials can be updated by references and individual page revisions.

* Defense Civil Preparedness Agency, "DCPA Attack Environment Manual," (CPG 2-1A1 through 9), Department of Defense, Washington, D.C., June 1973.

PLANNERS GUIDE
FOR CRISIS RELOCATION TRAINING

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Exhibit I.A

GLOSSARY

- Civil Defense: The phrase "civil defense" is used throughout this guide to identify officials or activities concerned with emergency preparedness and operations.
- Crisis Buildup: It is plausible that there may be a significant warning time preceding the onset of a disaster -- such as a hurricane, flood, or nuclear confrontation. During this period, the nature and imminence of the threat may become progressively more clear and certain.
- CR: Crisis Relocation includes plans and capabilities for relocating people from areas subject to potentially high risk of destruction from direct effects.
- CSP: Community Shelter Plan includes information and capabilities for improving protection of people at or near their residences (in-place), principally from radioactive fallout.
- DCPA: Defense Civil Preparedness Agency is charged with helping State and local governments to develop emergency life-saving plans and operating capabilities for any type of emergency.
- NCP: Nuclear Civil Protection refers to plans and capabilities for in-place (CSP) or CR protection.
- Nuclear
Confrontation: A condition may arise during which major world powers actively and overtly pose an imminent threat of initiating a strategic nuclear attack.
- Regional,
State, Local: These terms are used to designate levels of government. Regional refers to the eight DCPA Regions. State refers to the 50 states. Local includes all subordinate levels of government, including counties (parishes and townships), cities, and special jurisdictions.
- Workshop
(exercise): The term workshop or workshop exercise is used in the Guide to designate a meeting designed to communicate information to attendees who are responsible for emergency plans and operations. The meeting is normally conducted by a knowledgeable moderator who seeks active participation by the attendees to accomplish specifically stated goals.

Chapter I - BACKGROUND FOR CRISIS RELOCATION TRAINING

I.A Purpose and Content of Guidance

- I.A.1 This guidance is intended to assist government officials who are in the process of generating local crisis relocation (CR) plans. Training requirements associated with CR planning are emphasized, with particular attention to workshop and simulation exercise approaches. For brevity, some specialized terms and acronyms will be used in this outline material. They are described in the Glossary (Exhibit I.A).
- I.A.2 The CR planning effort will be an extensive enterprise for local governments and organizations and will involve many individuals having separate roles and disciplines. These guidance materials may improve coordination between the planners by providing relatively concise statements of what other members and groups of the planning team would be accomplishing. The guidance is also designed to assist local area planners who may be required to prepare a crisis relocation plan on a largely self-help basis (Chapter I.D). The materials may be useful as a checklist to ensure completeness of plans.
- I.A.3 Crisis relocation will require interactive planning between risk and host areas, and with State and private organizations. This guidance may serve as a communication and reference source for this purpose so that planners know what other organizations are doing and what they may require for parallel efforts; thus, the guidance may lead to fruitful coordination.
- I.A.4 Materials for this Guide are presented in four chapters and two appendices.
- o Chapter I describes the purposes and uses of the Guide, and provides CR background information.
 - o Chapter II identifies training requirements derived from DCPA Planning Guidance.
 - o Chapter III discusses the types, content, and objectives of training programs.
 - o Chapter IV discusses "self-help" CR programs for local area planning under crisis buildup conditions.
 - o Appendix A presents synopsized materials from DCPA Guidance on CR planning. The outline follows the DCPA five-part procedural approach, leading from State to host and risk area plans, and then to critical organization plans. The outline may be used by local planners as a "skeleton" or checklist of procedures to develop their emergency operations CR plans, supplemented by the available, extensive reference materials.
 - o Appendix B is a brief scenario relating events that might culminate in a CR directive.

Exhibit I.B

PROTECTION STRATEGIES FOR FULL SPECTRUM PREPAREDNESS

CONTINGENCIES

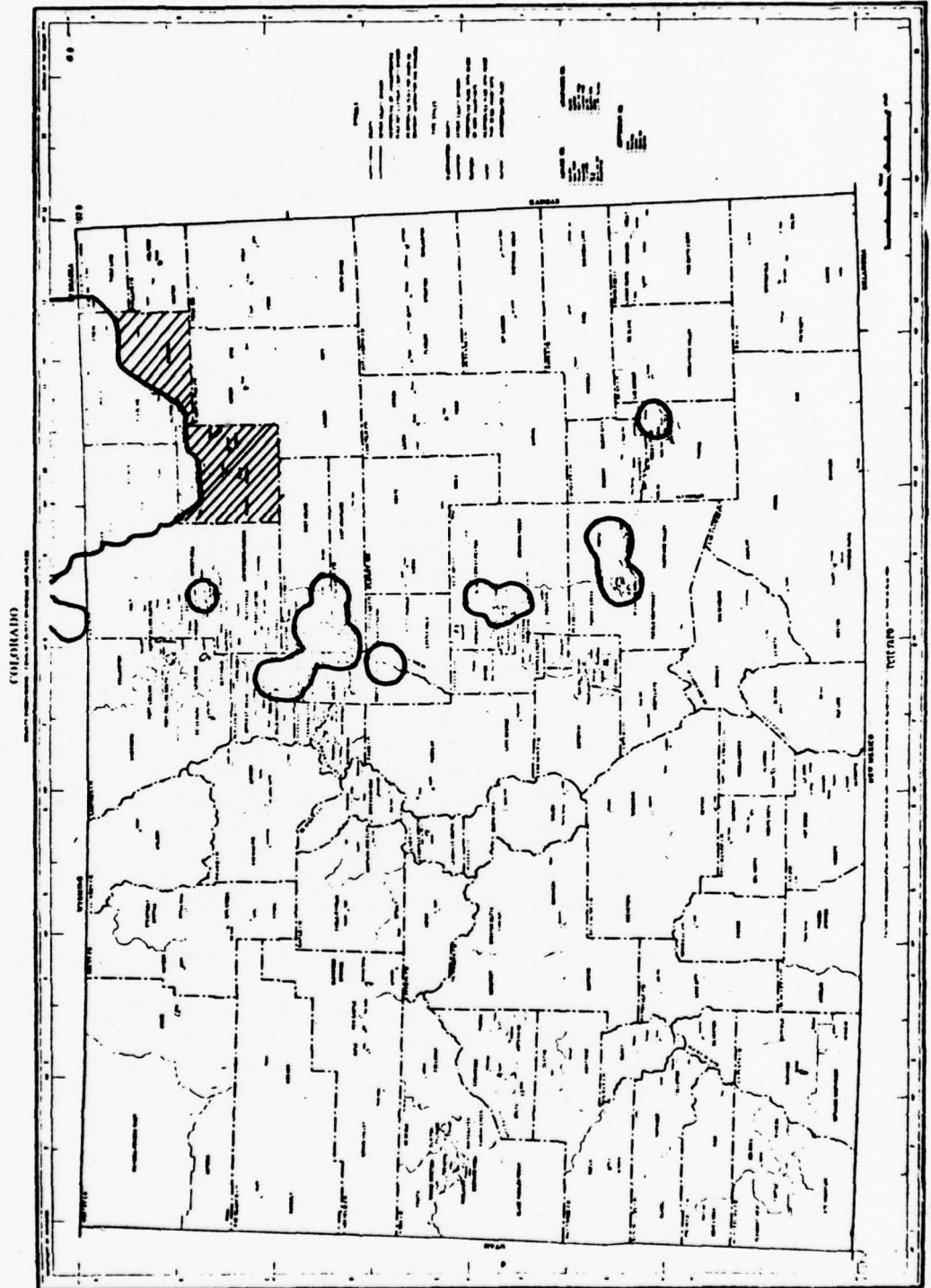
	<u>Short Warning</u> <u>Population in Place</u>	<u>Longer Warning</u> <u>Population Relocated</u>
PEACETIME HAZARDS	<p>Best available protection against hazard (e.g., tornado protection)</p> <p>Emergency operations (firefighting, rescue, traffic control, medical aid, debris clearance)</p>	<p>Evacuation from threatened area</p> <p>Reception and care in non-threatened host areas</p>
ATTACK THREAT OR HAZARDS	<p>Lower risk areas: Fallout shelter per CSP</p> <p>Higher risk areas: Use best available blast/fire/fallout protection per risk-oriented CSP</p> <p>Emergency operations to support sheltered population (fire, rescue, medical, etc.)</p>	<p>Relocation from higher risk areas per CR Plans</p> <p>Reception and care in lower risk host area</p> <p>Fallout protection for host areas if attack occurs, and blast protection for any people still in higher risk areas</p>

I.B Role of Crisis Relocation

- I.B.1 The Defense Civil Preparedness Agency (DCPA) is responsible for developing programs to improve the survival capabilities of the U.S. population in the event of war, and to improve the capabilities of State and local governments in responding to peacetime disasters. Protection strategies for full-spectrum preparedness are shown in Exhibit I.B. Nuclear civil preparedness programs provide flexible response capabilities, both for in-place protection (Community Shelter Plans) by providing fallout shelter close to resident population, and for population relocation from high risk areas during a period of intense international crisis.
- I.B.2 The rationale behind CR planning is based on the following considerations:
- o It is plausible that a nuclear attack would be preceded by a period of intense international crisis.
 - o The USSR may disperse its population from its major cities during a crisis period, creating a strategic asymmetry.
 - o CR could provide additional time for negotiations to avert nuclear exchange.
 - o Should an attack occur, relocation could save many lives.
 - o Many people may leave cities during an intense crisis. It is essential to have plans to deal with a "spontaneous evacuation."
 - o CR appears operationally feasible, as well as desirable.
- I.B.3 DCPA envisions an orderly development of CRP extending into the 1980s, with interim capabilities achieved as the planning progresses. Federally sponsored planning teams (in coordination with State and local officials) would bear primary responsibility for the planning effort.
- o State-level planning will include designation of risk/host areas, and prescribe essential logistical support for the relocated population in host areas (1.0).*
 - o Risk area population will be assigned to specific host areas. Special population segments will be identified. Emergency information (where to go and what to do) will be prepared (2.0).
 - o Host area operation plans will be developed for the reception and care of relocatees (3.0).
 - o Risk area operations plans will be developed, including specification of essential activities to be continued (4.0).
 - o Plans will be made for government, business, and institutional organizations which should be relocated as a group (5.0).

*Decimal numbers in parentheses refer to sections in Appendix A containing the synopsis of the Planning Guidance.

Exhibit I.C
COLORADO DIRECT-EFFECTS AREA AND FALLOUT RISK COUNTIES



I.C General Policy Considerations

I.C.1 Risk areas to be evacuated (Exhibit I.C) are categorized by type and size.

- o Category I includes areas adjacent to offensive military bases.
- o Category II includes urbanized areas of large major metropolitan areas.
- o Category III includes all other urbanized areas.

Approximately two-thirds of the population live in these areas.

I.C.2 General planning considerations for CR are that it will:

- o Be initiated only at the request of the President in regard to a nuclear crisis. (For a natural or peacetime disaster, CR might be initiated at the State level.)
- o Direct and encourage relocation of all risk area populations, short of compelling evacuation. Host plans should be made for the total risk area population.
- o Allocate risk area residents to host areas on criteria of (a) a balanced area allocation of risk residents to host residents (not to exceed a 4:1 or 5:1 ratio) and (b) a maximum of three days to evacuate the risk area.
- o Last at least one week and may be continued indefinitely.
- o Pose economic dislocations, but everyone will be provided the necessities of life, and the continuity of businesses and institutions will be protected.

I.C.3 Essential support activities will be provided for by State-level planning. Essential activities that must be continued will include those necessary to support the relocated population (including food, energy, medical care, and the like), key military facilities, and essential public safety operations. Close-in host areas should be used for critical organization employees and their dependents so that they may commute to risk area facilities to continue essential operations.

Exhibit I.D

SEQUENCE OF SELF-HELP PLANNING AND TRAINING

Determine the progress of Federal and State planning regarding your area.

Ascertain your status as a host or risk area, or an essential organization, according to State planning, and determine your CR requirements (i.e., as a host area, how many relocatees to care for from which risk area).

Use the appropriate planning guideline material (Appendix A and available references) to accomplish your CR planning. Note that the procedures are guidance only, and should be adapted to your local conditions.

Ascertain the crisis buildup condition. Use the event structure of Chapter IV as a checklist to monitor progress. Note again that the procedures are guidance only, and should be adapted to your local conditions.

Use workshop exercises (Chapter III) to expedite, coordinate, revise, and finalize your local plans.

I.D. Self-Help Planning and Training Activities

- I.D.1 As noted earlier (I.B.3), DCPA is planning an orderly program to develop CR capabilities. While as much as possible is being done as early as possible, Federal civil defense activities are currently low priority items among total government concerns, as evidenced by available monies. For the immediate future the activities are likely to remain at low priority. It is possible that this orderly program could be preempted by an international crisis so severe that it would result in an actively recognized threat of nuclear war. The present low-budget, low-profile civil defense environment could be subject to rapid acceleration, saturating Federal and State planning resources. Then detailed planning and operations would have to be taken over by organizations of local government and industry, and by the general population. This guide for CR training is directed primarily to local planners who may be required to develop CR plans largely on a self-help basis during an emergency period.
- I.D.2 The self-help approach considers that CR activities will be driven by the external forces of a developing nuclear confrontation. In contrast, the ordered approach of the DCPA planning guidance outlined in Appendix A is driven by the need to achieve efficient output from relatively small planning teams working on low budgets over an extended time period. The detailed steps of Appendix A must be accomplished to ensure a comprehensive CR plan. Chapter II presents the training requirements derived from the planning guidance. Chapter III describes training approaches. Chapter IV outlines the crisis buildup event structure that will allow local planners to expeditiously enter the planning process and be responsive to crisis based demands for developing full scale plans or revising existing plans.
- I.D.3 Local planners faced with devising CR plans on a largely self-help basis should proceed according to the steps of Exhibit I.D.

Chapter II
TRAINING REQUIREMENTS DERIVED FROM
PLANNING GUIDANCE

Exhibit II.A

TYPICAL LOCAL PARTICIPATING ORGANIZATIONS
(Fremont County, Colorado Host Area)Basic Plan

County Commissioners
County Judge
County Civil Defense Agency
County Planning and Zoning Office
Canon City Manager and Council
Florence City Manager and Council
Representatives from Cotopaxi, Coal Creek, Penrose, Portland,
Rockville
Emergency Services Coordinators
Federal and State Liaison Representatives
Colorado Springs-El Paso County Liaison Team
Station KRLN
Canon City Daily Recorder

Law and Order Service

Fremont County Sheriff's Office
County Probation Department
Canon and Florence City Police Departments
Colorado State Penitentiary
U.S. Forest Service
El Paso County Sheriff's Office Representative
Colorado Springs Police Department Representatives
State Highway Patrol

Fire and Rescue Service

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Health and Medical Service

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Reception and Care Service

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Resource and Supply Service

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Chapter II - TRAINING REQUIREMENTS DERIVED FROM PLANNING GUIDANCE

II.A Basic Relationships for Planning

- II.A.1 Planning teams, under the direction of DCPA Region Staff, normally will bear primary responsibility for the CR planning effort. The efforts of the planning teams will be supplemented by State and local government staff on a contract or voluntary basis. Representatives of private organizations should also be involved. (For brevity, the term "local planners" will be used to differentiate the local area personnel from the "planning team".) Local planners should contribute their immediate knowledge of host and risk area resources and organizations. Their participation should also help to ensure that output from the planning teams corresponds to actual local conditions and is acceptable to local operating officials.
- II.A.2 Local participants in a CR planning effort would probably be drawn from local operating organizations. Exhibit II.A indicates typical participants. Local planners would have basic experience with contingency planning procedures, although they might not be familiar with civil defense planning as such. These planners would be experts with their organizations' structure, facilities, equipment, procedures, and operations. They should be familiar with related organizations, and the resources and populations of their area.
- II.A.3 Many areas in the United States have community shelter plans (CSP) which provide resident populations with in-place shelter from the effects of radioactive fallout. There are few existing facilities that would provide protection from the direct effects of nuclear weapons. Most States and many communities also have emergency plans to deal with the effects of other manmade and natural disasters. Such plans and planning efforts should provide basic materials to assist CR planning teams. The CR plan should be incorporated into, or coordinated with, the related plans.
- II.A.4 The DCPA Staff College has devised and conducted effective training programs to indoctrinate Regional and planning team staff in the content of DCPA planning guidance (outlined in Appendix A). Participation of local planners should be solicited, and the local planners should receive training from programs conducted by members of the planning teams and Regional staff, supplemented as feasible by representatives of State and local governments.

Exhibit II.B

CONTENTS OF STATE-LEVEL PLANNING GUIDANCE

- 1.1 Risk Area Definition presents the bases for selecting and bounding risk area.
- 1.2 Preliminary Host Area Assignments provides first order allocations of risk area populations to host areas.
- 1.3 Elements of the State Plan describes the content and format of the State Plan.
- 1.4 Direction and Control and Direct Support Annexes describes the content and format of the Annexes concerned with government control and support for CR.
- 1.5 Resource Support Annexes describes the content and format of the Annexes concerned with production and distribution of supplies and services during CR.

II.B State-Level Planning

II.B State-level planning will impose limited local planner training requirements. Exhibit II.B lists the major sections of Part 1.0 of Appendix A.

II.B.1 State emergency planning officials should participate in the final designation of risk areas (1.1) and preliminary host area assignments (1.2). This participation requires background briefings and workshop exercises.

II.B.2 State officials should also provide data for State-level plans (1.3, 1.4, and 1.5) and participate in evaluations. The evaluations and workshop exercises should include representatives from all State organizations involved in CR planning.

II.B.3 Resource support activities (1.5) are often controlled by private organizations. The planning team should solicit and support their participation and review their plans by background briefings and workshop exercises.

Exhibit II.C

CONTENTS OF ALLOCATION PLANNING GUIDANCE

- 2.1 Allocation Policy and Planning Considerations includes general information for the preliminary division and allocation of risk population.
- 2.2 Preliminary Assignment Analysis gives a step-by-step procedure for the allocation.
- 2.3 On-Site Modification and Selection Procedures outlines the purposes and procedures for an initial refinement of risk area allocations.
- 2.4 Emergency Relocation Information describes materials and media for standby public CR information.

II.C Allocation Planning

- II.C Allocation planning (2.0) indicates that the planning team introduces State-level (1.0) and initial allocation (2.1 and 2.2) plans to local risk area officials for on-site modification refinements and selection (2.3) (Exhibit II.C).
- II.C.1 The initial presentation (2.31) should include review of background materials and early planning results, statement of the purpose of the meeting, and solicitation of local participation.
 - II.C.2 Workshop exercises (2.32 and 2.33) should be conducted to consider modification and amplification of early planning based on specific knowledge of local planners.
 - II.C.3 Critical government and private organizations (2.32 and 2.33) should be briefed in workshop exercises to obtain specific CR data and operations requirements.
 - II.C.4 A final workshop exercise (2.34) should be held to resolve conflicts and obtain concurrence. Initial planning by local organizations should be solicited, including provisions for supporting data and coordination with State and host area agencies.
 - II.C.5 Planned emergency relocation information materials (2.4) should be presented to local government officials and media representatives for review and concurrence in a workshop exercise.

Exhibit II.D.1

CONTENTS OF HOST AREA PLANNING GUIDANCE

- 3.1 Host Area Lodging Facilities discusses the application and limitations of Host Area Survey data.
- 3.2 Organization Assignment Review tells how to divide relocatees into categories for congregate care assignment.
- 3.3 Specification of Congregate Care Facilities gives considerations involved in selecting congregate care facilities.
- 3.4 Reception and Care Organizations gives the steps to identify facilities of city subdivisions, and to establish the basic reception and care organization.
- 3.5 Relocation Movement Control Plans outlines the bases for establishing movement routes and controls.
- 3.6 Transportation Plans gives the considerations involved for continuing intra-county transportation plans.
- 3.7 Medical and Health Support Plans deals with considerations involved in providing medical and health support.
- 3.8 Economic and Supply Plans deals with considerations involved in providing economic and supply support.
- 3.9 Fallout Shelter Plans outlines procedures for designating and allocating fallout shelter spaces.
- 3.10 Public Safety Plans deals with considerations involved in providing public safety support.
- 3.11 The Operational Plan summarizes the elements of the host area CR plan.
- 3.12 Emergency Public Information describes materials and media for public CR information.

II.D. Host Area Planning

II.D Host area planning (3.0) culminates in final, detailed CR operational plans (3.11) and public information (3.12) for each host county (Exhibit II.D.1).

II.D.1 Planning for Reception and Care (3.4) should be accomplished by the planning team on the basis of analysis of host area lodging and feeding facilities (3.1 through 3.3). This effort should be supported by local planners who will contribute knowledge of local resources, constraints, and organizations. Local planners should also participate in on-site inspections of congregate care facilities. The planning team should conduct workshop exercises for the purpose of reviewing background materials and early planning results, explaining the objective of the work, and soliciting participation.

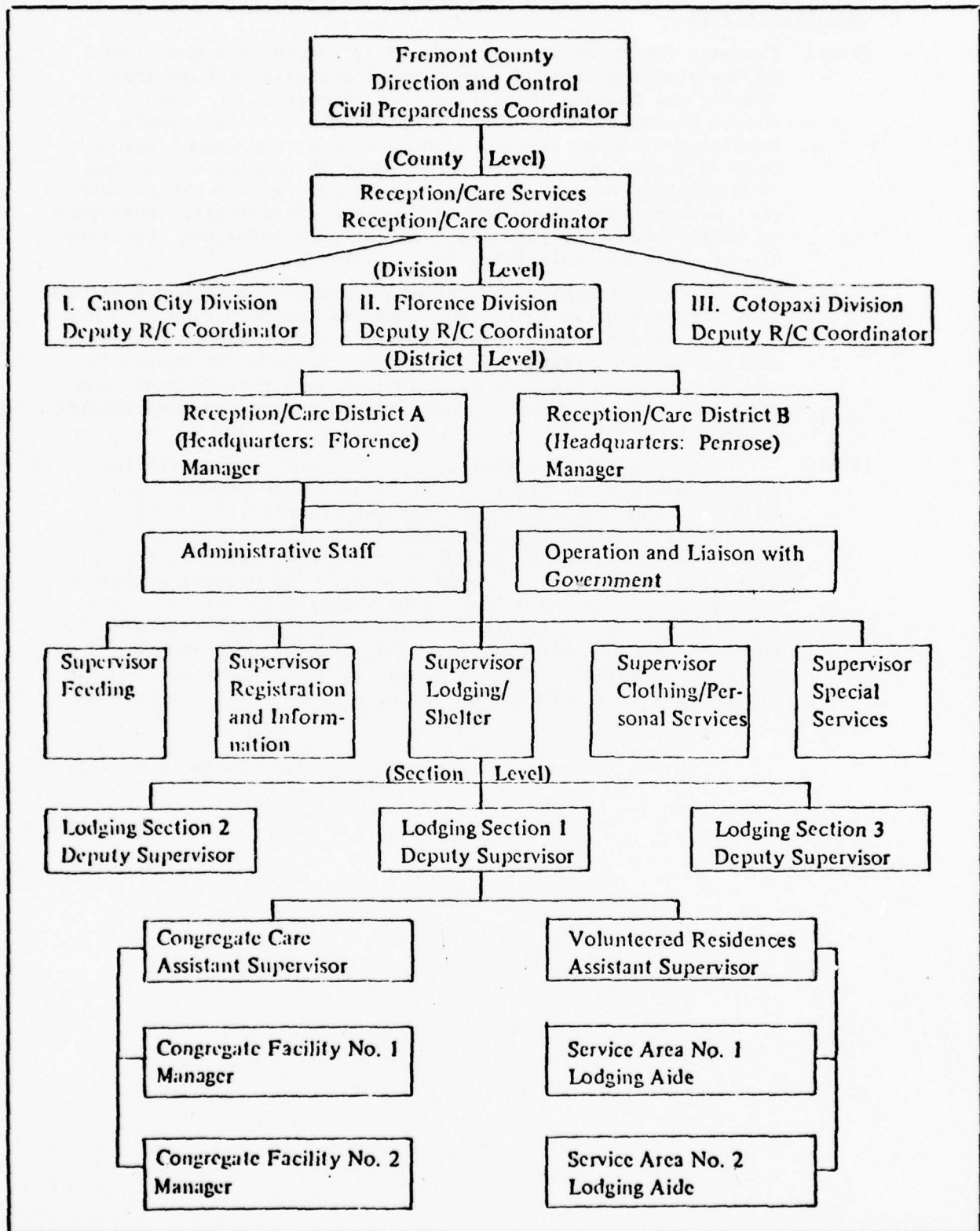
II.D.2 As work is approaching completion, additional workshop exercises should be conducted to review plans and participation (3.1 and 3.2), to select from alternate schemes (3.3), and to establish final areas and organizations (Exhibit II.D.2) for Reception and Care (3.4). Close coordination between the planning team and local planners will be necessary to derive the Requirements Statement (3.45).

II.D.3 Relocation movement control (3.5), in-county transportation (3.6), medical and health support (3.7), supply and economic support (3.8), fallout shelter (3.9), and public safety (3.10) plans all involve special organizations and considerations in the host area. All require coordination between host counties and with risk area and State-level agencies. To varying degrees, host area deficits will need to be supplied by others. This planning should produce the complete Requirements Statement for host area support plans (4.1). The planning team should conduct workshop exercises for local planners, designating and coordinating activities, clarifying roles, and allocating resources.

(continued on p. 21)

Exhibit II.D.2

TYPICAL RECEPTION/CARE CHAIN OF COMMAND



The planning team should be prepared for each workshop exercise with background materials, results of earlier planning, and technical support data. The magnitude (man-hours) of these, and related risk area and organization training requirements may easily oversaturate the capacities of the planning team. Materials should be prepared, participants selected, and agendas devised to achieve maximum efficiencies.

- II.D.4 The planning efforts (3.1 through 3.10) may reveal gaps in technical capabilities, resulting in requests for special training courses. This special training may be accomplished by other local personnel, or by training officers from State or DCPA Regional agencies. The planning team should be prepared to advise and make arrangements to fill such requests.
- II.D.5 The host area CR operational plan (3.11) should be based on the planning achieved in sections 3.4 through 3.10, and should be consistent with other emergency plans. An initial version of each host county plan may be drafted by the planning team, but for the final version, inputs and concurrence should be obtained from local officials. A workshop exercise (or exercises) should provide an ideal forum to achieve coordination and resolve the final questions of "who does what, when, with which resources."
- II.D.6 Planned public emergency information materials (3.12) should be reviewed with, and concurrence obtained from, local officials and media representatives. The workshop exercises should be based on the content of the operational plan and preliminary materials developed by the planning team.

Exhibit II.E.1

CONTENTS OF RISK AREA PLANNING GUIDANCE

- 4.1 Host Area Support Plans discusses means by which risk area planners may fulfill host area deficits.
- 4.2 Refined Allocation and Operations Plans discusses updating, reviewing, and expansion of initial risk area plans.
- 4.3 Movement Plans for General Public gives information basic to developing movement plans.
- 4.4 Movement Plans for Organizations and by Public Transportation discusses movement considerations for special population groups.
- 4.5 Movement Plans for Equipment and Supplies discusses movement considerations for special materials.
- 4.6 Risk Area Support Plans covers activities to aid relocation, support risk area activities, maintain the risk area, and maintain attack readiness.
- 4.7 The Operational Plan describes the elements of the risk area plan.
- 4.8 Emergency Relocation Instructions describes materials and media for public CR information.

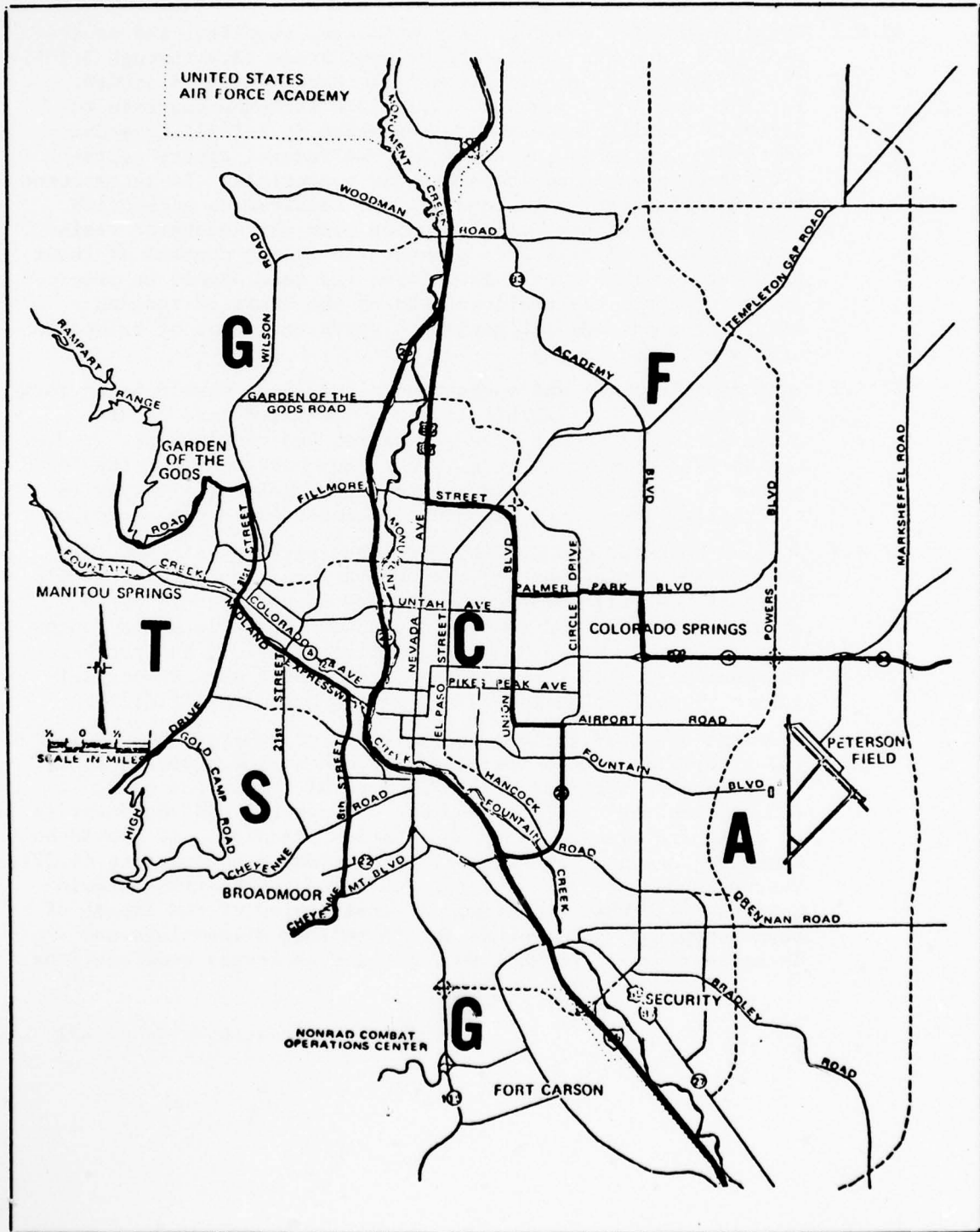
II.E. Risk Area Planning

II.E Risk area planning culminates in final detailed CR operations plans (4.7) and emergency relocation instructions (4.8). Exhibit II.E.1 lists the major sections of Part 4.0 of Appendix A.

- II.E.1 Requirements for supplementary manpower, supplies, and equipment will have been developed by host areas (3.4 through 3.10). The planning team should present the Requirements Statement to risk area local planners (4.1) in a workshop exercise to determine available means and resources to fulfill demands. It may be desirable to have State and Federal agency representatives present to include their potentials. It is expected that supplementary workshops will be required to accomplish detailed allocations. The planning team may encounter resistance from local risk area planners to losing control of their manpower and resources. Therefore, the team should be prepared to defend the reallocations on the basis of reduced risk area needs and obligation to serve the needs of relocated risk area constituency.
- II.E.2 Initial allocation and operations plans (2.3) should be revised and updated (4.2) (Exhibit II.E.2). Detailed data about organizations and host area capacities and requirements provide the basis for workshop exercises to be conducted with the local planners. Detailed procedures and personnel for site visits to critical organizations should be included in the agenda.
- II.E.3 Initial movement plans (2.3) for the general public should provide for moving most of the population in autos, and should designate overall numbers and primary routes. These plans should be updated and fleshed out to designate detailed routes, capacities, schedules; and information, control, and support procedures (4.3). Workshop exercises should include participation by traffic engineers and law enforcement officials.
- II.E.4 Movement of organizations and movement of the carless population (4.4) normally should follow the exodus of the general public. The workshop exercises should be natural follow-ons to those for the general public. Movement of supplies and equipment (4.5) is the third element of transportation planning. It should be based on detailed requirements of critical organizations (4.22). The workshop exercises for the two preceding sections should conclude with this planning. A final review of the impact of transportation requirements on the refined allocations and operations should be made to determine necessary modifications.

(continued on p. 25)

Exhibit II.E.2

TYPICAL RISK AREA ALLOCATION MAP
(Colorado Springs and Vicinity)

- II.E.5 Risk area support planning (4.6) consists of activities to support the movement of people and resources. Generally, these activities will be carried out by local government personnel. The planning team should be prepared to conduct workshop exercises to designate and coordinate activities, to clarify roles, and to allocate resources. Conflicting requirements with host area support requirements (4.1) will have to be resolved.
- II.E.6 The risk area operations (4.2) and support planning efforts (4.6) may reveal gaps in technical capabilities, resulting in requests for special training courses. The planning team should advise on, and make arrangements for, such courses to be given by local, State, or DCPA Regional training personnel.
- II.E.7 The risk area CR operational plan (4.7) should be based on the preliminary planning (2.3), and on the planning accomplished in sections 4.1 through 4.6. The plan should be consistent with other emergency plans. An initial version may be drafted by the planning team, but for the final version, inputs and concurrence should be obtained from local officials. A workshop exercise (or exercises) should be designed to achieve coordination and resolve final operating questions.
- II.E.8 Public information materials were drafted during the preliminary risk area planning effort (2.4). These should be updated on the basis of the revised operations plan (4.7). A workshop exercise should be conducted with local officials and media representatives to get further inputs and achieve concurrence.

Exhibit II.F

CONTENTS OF ORGANIZATION PLANNING GUIDANCE

- 5.1 Crisis Relocation Plans summarizes guidance materials for planners of critical organizations.
- 5.2 Basic Elements of the Organization Plan discusses the essential elements of the plan.
- 5.3 Special Elements for Institutional Plans discusses added considerations for organizations that care for others.
- 5.4 Special Elements for Risk Area Operations Plans discusses added considerations for organizations that must continue to operate in risk areas.
- 5.5 Special Elements of Host Area Operations Plans discusses added considerations for organizations assigned to support host area operations.
- 5.6 Employee Information Plan describes special materials required for employees of critical organizations.

II.F Organization Planning

II.F Organization CR planning guidance (5.0) differs from the other guidance (1.0 through 4.0) in that it is intended for planners within critical organizations, supported by risk and host area local planners, by State officials, and indirectly by the planning team. This situation contrasts with the primary responsibility of the planning team for developing area-based plans. Nevertheless, organization planners should receive training both to accomplish their CR planning and to acquire necessary special civil defense capabilities. Risk area planning guidance (4.22 and 4.24) indicates that planning teams should visit sites and involve management in planning. This section will point out training requirements without specifying who accomplishes the training (Exhibit II.F).

II.F.1 Each critical organization (5.1) will be expected to support essential activities during crisis relocation. Organization planners should be provided with background materials including assignment data; State, host area, and risk area plans; explanation of why the organization was selected and what role it is expected to play; and information on how to make plans. Section 5.2 outlines the basic elements of the organization plan. A workshop exercise, which might include all organizations in an operating area or those with similar functions, could be the vehicle for this communication.

II.F.2 Special elements for institutional (5.3), risk area operations (5.4), and host area operations (5.5) plans relate to particular critical organizations. These should be included in workshop exercises for organizations with similar functions.

II.F.3 Employee information materials (5.6) should clearly explain the organization plan and tell why and how employee plans should differ from general public plans.

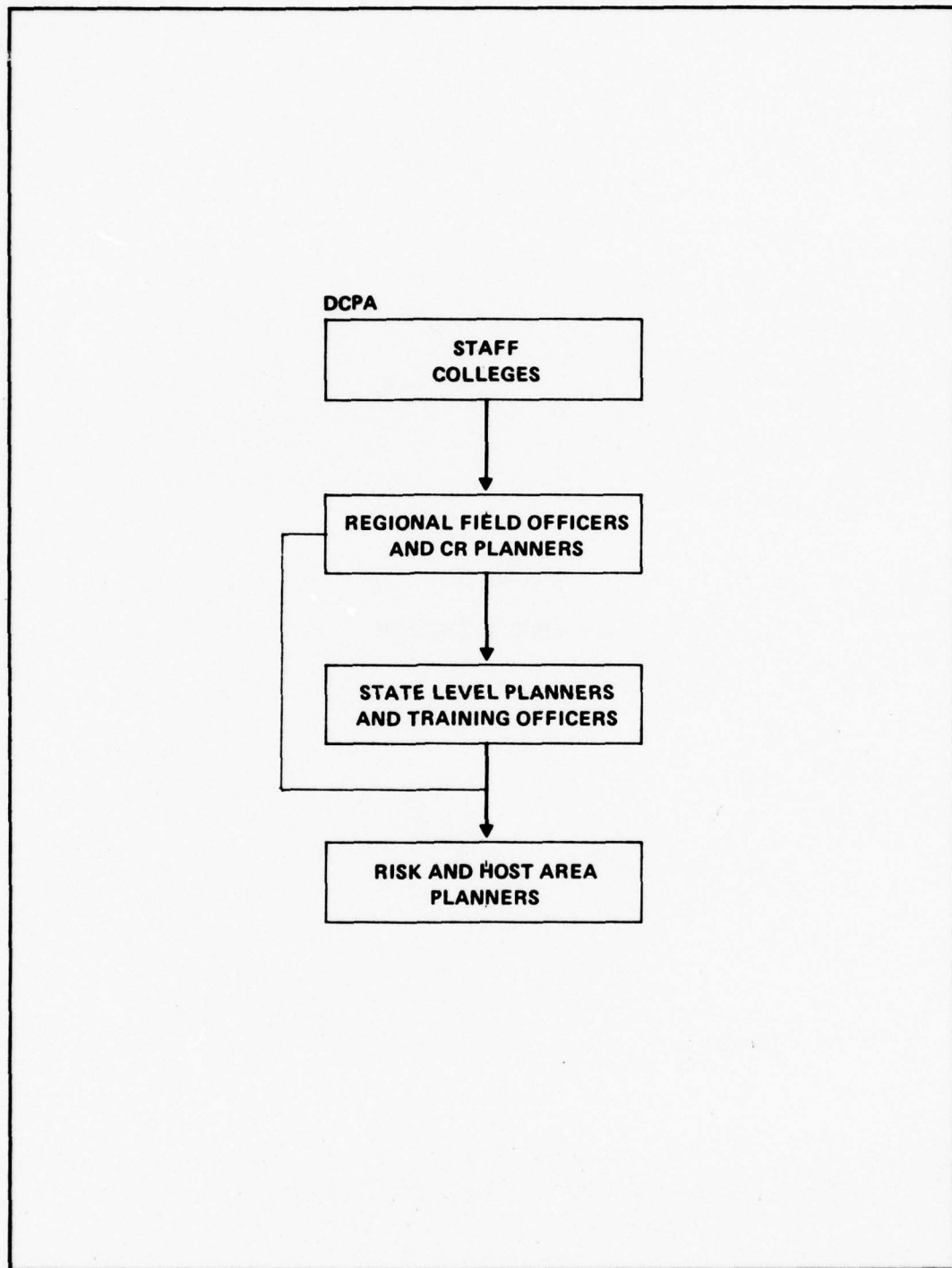
Chapter III

WORKSHOP EXERCISES

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Exhibit III.A

TRAINING APPROACHES



III.A Training Approaches

- III.A.1 Several different training approaches (Exhibit III.A) may be appropriate to assist CR planning. Much training is accomplished by simple discussion of a problem or requirement; the nature and causes are described, and a course of action is mutually agreed upon. CR planning is sufficiently difficult and complex to also require more extensive training approaches.
- III.A.2 The DCPA Staff College has devised training programs to instruct region, State, and planning team members in the content of DCPA planning guidance materials. These include lectures and study of the CR materials, and exercises in preparing data and plans.
- III.A.3 Technical training programs, often conducted by State training officers, are directed toward local planning or operating personnel. Subject materials are available for the teaching of specific civil defense skills, such as shelter and congregate care facility surveys, RADEF monitoring, shelter management, and the like. This training is accomplished by presentation and study of the materials, with supplementary exercises and demonstrations.
- III.A.4 Simulation training, such as the Emergency Operations Simulation Training (EOST) program conducted under State University Extension Programs, has been used to interest and motivate local officials in civil defense problems, to exercise and train EOC staff, and to test local plans and coordination between services and areas. Simulation training requires detailed scenarios concerning the local area and a specific disaster event. Local operating personnel participate by making decisions in response to scenario events. Evaluation of the exercise reveals deficiencies in procedures, plans, and resources.
- III.A.5 Workshop exercises, often based on scenarios, have been used to introduce planning guidance materials to local executive and operating personnel; to motivate the officials to accomplish planning; to assign planning and coordinating responsibilities; and to review the adequacy of completed plans. These workshops usually are conducted by representatives of Region or State agencies.

Exhibit III.B

SCENARIO OUTLINE FOR CRISIS RELOCATION

<u>Time Period</u>	<u>Scenario Events</u>
March 30 to May 14, 1982	Renewed Israel-Arab war in Mideast. USSR "volunteers" are involved. Civil defense activities continue at low level.
May 15 to June 24, 1982	First Soviet casualties lead to Berlin demonstrations and European military buildups. There is limited acceleration of ongoing civil defense planning.
June 25 to June 27, 1982	A U.S.-Soviet military confrontation occurs on Berlin autobahn. Civil defense planning becomes urgent.
June 28 to July 6, 1982	U.S.-Soviet fire-fight on autobahn results in stalemate. Civil defense preparations begin to be implemented.
July 7 to August 20, 1982	General European war involves conventional forces and weapons. USSR occupies all of West Germany north of Cologne. President declares a "national emergency," and calls for full mobilization.
August 21 to August 24, 1982	Tactical nuclear weapons are used by both sides with great destruction of military forces. President announces Soviet cities are being evacuated and orders CR.

III.B Role of Scenarios

- III.B.1 Scenarios are the basis for simulation training. They recite a sequence of events (tell a story) leading to a hazard or disaster condition. The events should be technically and operationally realistic, credible to the audience, and relevant to the training purposes. A scenario may follow a single sequence to a conclusion or may include alternate courses, responsive to intermediate decisions or designed to explore different contingencies. A principal attribute of scenarios for training is that they allow the participants to view their decisions or actions in a concrete rather than an abstract environment. Scenarios may be presented by simple text format, by time phased messages, or by elaborate physical replications (lights go off, building shakes, injured survivors appear). An outline of a scenario concerning CR is presented in Exhibit III.B. A brief text is included in Appendix B.
- III.B.2 When used in workshop exercises, scenarios are designed to assist the conceptual acceptance by local planners of the need for their organizations to accept the special CR responsibilities, and to plan and implement the required measures.
- o Exposure to conditions that might result in a CR decision.
 - o Demonstration of the criticality of emergency operations planning and preparedness.
 - o Exposure to the unique problems and functions posed by CR.
 - o Recognition of the extended interdependence with neighboring areas during CR.
 - o Recognition of the vital role of state-level and critical organization plans and operations.
 - o Derivation of coordinated plans and policies for the State and risk and host areas.
 - o Exploration of combined areawide resources and the need to arrive at mutually beneficial allocations.
 - o Definition of interjurisdiction responsibilities on the basis of the relocated population.
 - o Identification of time-sequenced crisis buildup events (Chapter IV) and key decision points, leading to recognition of the need for continuing planning to deal with the inherent uncertainties of a developing crisis.

Exhibit III.C

CATEGORIES OF TRAINING PROGRAMS

<u>Training Program</u>	<u>Chapter II Sections</u>
Introductory Workshop Exercises	II.B.1, II.C.1, II.D.1, II.E.1, II.F.1
Service Workshop Exercises	II.B.3, II.C.2, II.C.3, II.D.1, II.D.3, II.E.1, II.E.2, II.E.3, II.E.4, II.F.2
Review and Coordination Workshop Exercises	II.B.2, II.B.3, II.C.4, II.C.5, II.D.2, II.D.5, II.D.6, II.E.7, II.E.8, II.F.3
Interjurisdictional Workshop Exercises	II.D.3, II.E.5
Technical Training	II.D.4, II.E.6

III.C Types of Exercises

- III.C.1 Training requirements for CR planning include the DCPA Staff College Programs and Technical Training Programs. Numerous requirements for workshop exercises are generated by the DCPA Planning Guidance materials. Exhibit III.C shows categories of training programs and lists the applicable sections of Chapter II. The categories are differentiated below.
- III.C.2 Introductory exercises should explain overall CR planning requirements to local government officials. These exercises should include review of DCPA background and policy materials, description of status of CR planning, and explanation of desired local participation. Scenario materials may be an effective communication means. The workshops should accomplish concurrence by local governments and designation of responsible local planners.
- III.C.3 Service workshop exercises should be used to indoctrinate local planners in specific CR planning requirements. Audiences may be selected by geographical or functional areas. Organization planners should be included. Emphasis should be on data inputs and planning procedures. Some background materials may be presented, and answers to policy and technical questions should be available. The objective of these workshop exercises would be to solicit participation by support services. As the planning progresses, additional workshops may be required to reinforce and amplify prior instructions, and to achieve coordinated planning.
- III.C.4 Review workshop exercises should complete planning, review coordination requirements, and explore contingencies. The output of these efforts would provide the bases for preliminary Local Area Plans and Functional Annexes. Final workshop exercises should be employed with local officials to obtain final inputs and concurrence with Local Area Plans. The final Local Area Plans may be exercised and tested effectively by simulation workshop exercises. Public Information policies and materials should be reviewed and concurrence obtained.
- III.C.5 Interjurisdictional workshop exercises should be used to coordinate the plans of the State, and risk and host area agencies. CR planning will impose unique requirements on many organizations to coordinate plans and activities with neighbors. Resources and personnel will be reallocated, and normal communication and distribution networks rearranged. As CR planning progresses, tests and evaluations can be conducted by simulation workshop exercises.
- III.C.6 The schedule, agenda, and selection of audiences for each workshop exercise should be guided by knowledgeable Region, State, and local emergency preparedness officials. Variations in local conditions, organizations, and personnel require that the planning team be flexible and responsive to developments as they occur.

Exhibit III.D

FORMAT OF TYPICAL WORKSHOP EXERCISE
(Introductory Workshop for Risk Area Officials)

1. Explanation of CR Background, Rationale, and Policies
2. Description of State-Level and Allocation Plans
3. Introduction of Crisis Buildup Scenario
4. Talk-Through of State Plans Versus Scenario
5. Discussion of Present Risk Area Emergency Plans
6. Evaluation of Merits of CR Planning
7. Exploration of Additional Risk Area Inputs Needed for
CR Planning
8. Concurrence of Local Officials to Participate in CR
Planning
9. Assignment and Scheduling of Risk Area Staff to
Assist Planning Team

III.D Format of Typical Workshop Exercise

- III.D.1 Each workshop exercise should be structured to achieve definite objectives. This orientation allows training officials to devise efficient and effective formats, and provides local officials a sense of purpose and accomplishment. The objectives of the illustrative workshop (Exhibit III.D) are to obtain local participation and the assignment and scheduling of local planners from the risk area. The typical format shown in Exhibit III.D is not intended to be binding on the training staff. Precise formalities and working conditions will vary between areas, and exercises should accommodate good judgment.
- III.D.2 Selection of local officials to participate in the workshop exercise should be made by knowledgeable Region and State staff members, with the assistance of key local personnel. Selected local officials should have authority to influence the objectives of the exercise.
- III.D.3 The first four steps of the typical format (Exhibit III.D) are informative, and structured to show the relevance of the CR materials to local needs and responsibilities.
- III.D.4 Steps 5 through 7 involve risk area officials in the specification of needed participation, and allow them to contribute input knowledge and data, and local preferences and needs. The planning team should be prepared to accommodate local preferences to the extent that they do not do violence to State-level planning or to the overall CR planning program.
- III.D.5 Steps 8 and 9 are the objectives of the exercise. They are stated here in general terms, but should be specific for the actual exercise. Risk area boundaries should be examined and modified if necessary. Population allocations should be updated. Critical organizations should be identified and brought into the planning. Note that these specific planning inputs are to be obtained outside the introductory workshops. Initial arrangements should be made for the final workshop to review the completed planning.

Chapter IV

SELF-HELP TRAINING REQUIREMENTS

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Exhibit IV.A.1

CRISIS BUILDUP EVENTS

<u>Triggering Event</u>	<u>Theme of Local Actions</u>
Review and Update Emergency Plans	Limited to acceleration of on-going CD programs, and to internal actions by each service to update assignments.
Improve Cadre Readiness	Make plans ready to initiate actions to materially increase capabilities.
Expand Cadre and Increase Capabilities	Carry out actions to augment forces and improve shelter, and prepare to issue emergency information to the public.
Fully Mobilize Forces	Initiate actions for CSP and CRP, inform public, and continue to augment forces.
Crisis Relocation Ordered	Deploy emergency forces and implement CR plans.

Chapter IV - SELF-HELP TRAINING REQUIREMENTS

IV.A Crisis Buildup Time Frame

- IV.A.1 Consideration of nuclear confrontation scenarios has led to the conclusion that a set of sequential crisis buildup events is likely to precede any instruction to relocate risk area populations. A crisis buildup event structure provides a framework to guide local planning and training activities.
- IV.A.2 Crisis buildup events identify conditions that would result in significant changes in civil defense posture. These events are described in Exhibit IV.A.1. Planning and training activities associated with each event are presented in checklist format in following sections. The checklists may help define operations that should be provided for in the emergency plan of a local jurisdiction; help perception of interjurisdictional, mutual aid, and higher level relationships; and help identify the operational details that should be contained in service annexes, standing operating procedures, resource directories, and other supporting documents. The checklists are intended to support the Nuclear Civil Protection program of DCPA. However, emphasis is limited to CR preparations.
- IV.A.3 The time available during a crisis buildup will determine the extent and level of effort required for the development plans, training programs, and operating capabilities. It is axiomatic that contingency planning should be accomplished before the onset of a crisis. However, early contingency planning is often precluded, or relegated to low priority, by budget constraints, alternate demands of day-to-day operating problems, and natural reluctance to consider an improbable, repugnant condition beyond one's control. It is likely that there will be many communities and organizations with minimal, or out-of-date civil defense plans.
- IV.A.4 Many situations can be envisioned in which a nuclear confrontation is preceded by significant changes in the relations between the major nuclear powers. Such changes may cover long periods of time. (Sudden actions, such as offensive system control failure or a preemptive first strike, would require in-place protective measures.) Moreover, long crisis buildup time frames (over six months) are useful to explore sequential actions by local governments, and to allow consideration of long leadtime planning and procurement. Appendix B is a brief version of a long term crisis buildup scenario. Exhibit IV.A.2 associates the crisis buildup and scenario events.

(continued on p. 43)

Exhibit IV.A.2

ASSOCIATION OF GUIDANCE AND SCENARIO EVENTS

<u>Triggering Event</u>	<u>Nuclear Confrontation Scenario Event</u>
Review and Update Emergency Plans	Soviet military involvement and casualties in Mideast
Improve Cadre Readiness	U.S.-Soviet military con- frontation in Europe
Expand Cadre and Increase Capabilities	U.S.-Soviet military engage- ment in Europe
Fully Mobilize Forces	General European war and U.S. defense emergency
Crisis Relocation Ordered	Threatened strategic war, Soviet cities evacuating

- IV.A.5 Qualitative definitions of levels of civil preparedness over a long term crisis buildup have been related to possible world events by drawing up scenarios. However, it soon became apparent that indefinite combinations of events could be postulated leading to a nuclear confrontation that could result in a nuclear attack or a peaceful resolution. Should a nuclear confrontation actually occur, it would be the result of a unique set of events beyond prediction. Different situations could produce significantly different time intervals between the crisis buildup events. This uncertainty precludes quantitative estimates of time periods available for civil defense preparedness activities. It reinforces the need for in-place (CSP) protection plans in addition to CR plans.
- IV.A.6 A particular problem for local civil defense officials is that identification of the events in the crisis buildup time frame is judgmental, relying on decisions from higher authority. Ultimately these decisions must originate from the Federal government. The timing and form of information to be released will be influenced by many considerations beyond civil defense preparedness. Therefore, the uncertainties of the leadtimes available from the actual unique event are compounded by further uncertainties as to information that will be made available during the crisis buildup.
- IV.A.7 Given these uncertainties, civil defense planning and training should be structured to be responsive to crisis events as they develop, and to requirements as they are imposed. To a great degree, DCPA and local civil defense are organized to function in an advisory role, with cadre personnel at the local level. This structure is appropriate for accommodating a rapid expansion of activities. Under extreme stress, normal leadtimes of years and months could be shortened to weeks and days. The degree of motivation and the nature of competing demands for labor and resources would depend on the actual events preceding the confrontation.
- IV.A.8 In the following sections (IV.B through IV.F), the text on the right-hand page tells what should be done in response to the event. The facing exhibits (Exhibits IV.B through IV.F) list action and planning items associated with the event. Two final exhibits list risk and host area actions following the relocation: Exhibit IV.G lists sustaining actions following relocation; and Exhibit IV.H lists emergency actions if an attack warning were to occur during relocation. These last exhibits are included to inform local planners of alternative operating requirements.

Exhibit IV.B

CHECKLIST: REVIEW AND UPDATE EMERGENCY PLANS

Elements of Basic Emergency Plan:

- o Enabling legislation and local ordinances.
- o Concepts of operations for both in-place and relocation options.
- o Organization and assignment of responsibility to services.
- o Mutual aid agreements with other local jurisdictions and State agencies.
- o Plans for informing the public during emergencies.
- o Plans and procedures for obtaining access to the Emergency Broadcast System.
- o Preparedness plans for hospitals, and other critical organizations that provide goods and services necessary during relocation (power; water; natural gas; sewage disposal and sanitation; communications; and transportation, including food and fuel distribution).
- o Staffing and operation of emergency operating center (EOC) and subordinate headquarters; communications with service units, with State authorities, and with other localities.

Elements of CR Plans:

- o Maps delineating risk and host areas.
- o Maps delineating operating areas and districts.
- o Allocation of population from risk areas to host areas; designate routes for relocation.
- o Requirements and plans for providing lodging, shelter, and essential services to relocated population.
- o Predesignated essential industries, facilities, and services to remain in operation and not to be relocated.
- o Relocation sites reserved for specific organizations.
- o Numbers and types of employees required to operate essential industries; arrangements for hosting these persons in nearby localities outside risk area.
- o Shelter requirements for essential workers and others remaining in risk area.

IV.B Event: Review and Update Emergency Plans

- IV.B.1 Federal or State officials advise local government of a threatening international development and recommend review and updating of CR plans.
- IV.B.2 Local government officials should review Basic Emergency, CSP, and CR plans.
- o Update completed plans, continue planning in progress, and begin planning as necessary.
 - o Devise, or review, public information materials appropriate to the situation, and prepare to disseminate materials.
- IV.B.3 Simulation and planning workshop exercises should be conducted for local Service Chiefs and key operators of the emergency services.
- o By reference to a scenario of plausible events, examine the master checklist of actions; insure that all actions that might be required in the area are assigned to appropriate service organizations.
 - o Review and update Service Annexes and requirements for expansion of service cadre.
 - o Review and update directory of resources--personnel, equipment, supplies, key facilities, communications, etc.

Exhibit IV.C

CHECKLIST: IMPROVE CADRE READINESS

Actions to Improve Readiness of Service Cadre:

- o Prepare plans for expanded training and education programs.
- o Check readiness of warning system; conduct system exercises from warning point to control points, but do not activate warning sirens.
- o Augment EOC staffing; train assigned personnel by means of procedural exercise; establish 24-hour duty watch or partial EOC manning.
- o Maintain 24-hour contact with Chief Executive and key officials to permit rapid response to developments.
- o Determine requirements and prepare standby procurement orders for needed equipment and supplies.

Elements of CR Plans and Procedures:

- o Coordinate operations of risk and host area emergency services during crisis and in the event of attack.
- o Provide routing and destination instructions and other information to public and organizations.
- o Control and coordinate traffic; reassign police forces to augment capability of host area while maintaining security in risk area.
- o Mobilize transportation resources needed for relocating and supplying risk area population.
- o Mark routes, vehicles, and equipment; establish pass or identification system for key personnel and vehicles.
- o Redeploy fire equipment and coordinate mutual aid fire operations.
- o Identify, arrange for use, and mark facilities suitable for emergency lodging, for mass care, for staging areas, and for other emergency purposes.
- o Redistribute pharmaceuticals and medical supplies, and assign medical personnel to augment capability of host area.
- o Augment essential services in host area.
- o Host evacuees -- registering, lodging, feeding, etc.
- o Identify essential workers of risk areas and host them in places close enough to permit commuting.
- o Check, repair, and as necessary, redistribute RADEF equipment to monitoring stations, shelters, and emergency service teams.

IV.C Event: Improve Cadre Readiness

- IV.C.1 Federal or State officials advise local government that the international situation is becoming more severe and recommend that local cadre forces improve their readiness condition.
- IV.C.2 Local government officials should accelerate their review and updating of basic plans and operating procedures.
 - o Hold periodic meetings of Chief Executive and Service Chiefs to review progress, solve problems, and report on status.
 - o Begin actions to improve readiness of service cadre.
 - o Coordinate increased readiness actions of local jurisdictions and services in both risk and host areas.
 - o Establish public information policy for the developing situation.
- IV.C.3 Planning workshops exercises should be conducted for each service. Examine the checklist items and:
 - o Start fleshing out Service Annexes. Prepare instructions to service units and personnel, assign responsibility for specified actions, and indicate when, where, how, and with what resources the actions are to be accomplished, and by whom.
 - o Evaluate existing capability for performing the actions of Exhibit IV.C, and where appropriate, identify measures and resources that would improve capability.
 - o Identify specific actions for increasing readiness and improving capability, if the crisis should become more threatening.
 - o Determine what normal activities and services could be deferred or curtailed to free manpower, equipment, and funds for emergency preparations.
 - o Institute refresher training of service cadre to familiarize them with basic plan, Service Annexes, and their assignments.
- IV.C.4 Interjurisdictional planning workshops exercises should be conducted to review and update CRP requirements and to flesh out plans and procedures.

Exhibit IV.D

CHECKLIST: EXPAND CADRE AND IMPROVE CAPABILITY

Actions to Expand Cadre and Improve Emergency Operations Capability:

- o Recruit and train auxiliary personnel as needed to increase service capabilities and to augment service cadres. Assign emergency personnel for both in-place and relocation options.
- o Bring EOC and subordinate headquarters to full readiness. Begin 24-hour operation with full or partial staff. If needed, begin to improve facilities, provide for auxiliary power, and augment communications.
- o Inspect risk and host area fallout shelters, and arrange for occupancy; with owners' consent, mark additional facilities to be used as shelters. If there is insufficient fallout shelter, identify buildings that can be improved to provide additional shelter. Review location and availability of expedient shelter construction equipment and materials; select potential sites.

Actions to Improve CR Capabilities:

- o Survey designated host area lodging facilities for adequacy of sleeping, food, and sanitary accommodations. Survey shelters and relocation sites for current fire risk, modifying or confirming fire contingency plans as appropriate. Review organizations and procedures for providing emergency welfare services, and instruct key officials on reception control procedures. Determine requirements and augment as necessary.
- o Survey critical organizations to determine adequacy of facilities and plans. Arrange and prepare for the use of facilities designated as staging areas and control points. Prepare standby agreements for transportation and other support services. Ensure that cards are prepared to identify essential workers, and that placards are prepared to identify vehicles, routes, and facilities. In risk area, mark shelters for use by essential workers who will remain in the area if relocation plan is activated.
- o Survey medical and sanitation organizations to determine adequacy of facilities and plans. Review requirements for assigning personnel to host jurisdictions. Check inventories of drugs, medicines, and sanitation supplies. Check readiness of hospitals to discharge or move patients and expand bed capacity. Expand environmental sanitation programs.

IV.D Event: Expand Cadre and Improve Capability

- IV.D.1 Federal or State officials advise local government that the deepening crisis warrants expanding cadre forces and improving capabilities for emergency operations.
- IV.D.2 Local government officials should carry out the following actions:
- o Continue meetings of Chief Executive and Service Chiefs to review readiness and service capabilities.
 - o Take actions to expand cadre and improve capability for emergency operations. Expand fire prevention programs and abate fire hazards. Check status of regular and auxiliary fire and police, and industrial security forces. Devise requirements for manpower, resources, and services, and augment forces by procuring previously identified needed equipment and supplies.
 - o Update Service Annexes to reflect increased capability of cadre.
 - o Arrange for use of facilities selected for staging areas, lodging, mass care, and other purposes, and begin preparing them for use.
 - o Take actions to improve the readiness and capabilities of critical organizations, including welfare and medical and health services. Where feasible, make arrangements for transferring operations and resources to locations outside risk area.
 - o Coordinate preparedness activities of public and private agencies; control and account for emergency expenditures.
 - o Prepare instructions for mobilizing personnel and resources.
 - o Begin expanded public information on CSP, CRP, fire prevention, self-help firefighting, and medical self-help, through mass media. Advise public and services to keep fuel tanks near full.
 - o If authorized by State or Federal authorities, begin suspending normal services; start redeploying personnel and resources to augment capability of host area.
 - o If authorized, begin expedient shelter construction and building improvement to provide required additional shelter spaces.
- IV.D.3 Workshop exercises should be continued for services and for inter-jurisdiction coordination to incorporate augmented forces and resources.
- IV.D.4 Public training programs should be expanded for medical self-help, first aid, self-help firefighting, fire prevention, sanitation, shelter management, etc.

Exhibit IV.E

CHECKLIST: FULLY MOBILIZE FORCES

Actions to Fully Mobilize Forces and Attain Maximum Readiness:

- o Fully man all control centers and weapons effects monitoring stations.
- o Establish and maintain communications with State, other local EOCs, subordinate headquarters, and service facilities.
- o Mobilize shelter management teams, and prepare shelters for occupancy (fill water drums, move supplies and equipment, etc.).
- o Activate staging areas, and make final preparations there.
- o Take actions to ensure safety of institutionalized persons; release selected persons as appropriate.
- o Discontinue all elective surgery, release all hospital patients except those who are critically ill, and take other actions to expand bed capacity.
- o Prepare remaining patients for movement to shelter areas in hospitals or to host areas.
- o Deploy assigned personnel and supplies to facilities designated as emergency medical centers.
- o Advise utilities and industry to start shutdown of non-essential services and to make final preparations for maintaining essential services throughout emergency.

Actions If Advised that Evacuation Order is Imminent:

- o Deploy emergency forces and make final preparations for CR actions.
- o Deploy regular and auxiliary police to pre-planned traffic control points; keep predesignated routes open; expedite, and keep State informed of, any voluntary movement from risk area.
- o Fully activate system for coordinating activities between risk and host area jurisdictions.
- o Begin redeploying resources to preassigned locations in host area.
- o Ensure that workers needed to continue essential services in risk area have received suitable identification, instructions regarding hosting arrangements in zones close enough to permit commuting, and information regarding shelters affording direct effects protection.
- o Ensure that all emergency personnel not needed for maintaining essential services or facilities in risk area have received instructions to report to preassigned locations in host area.

IV.E Event: Fully Mobilize Forces

IV.E.1 Federal or State officials inform local officials that a nuclear confrontation appears imminent and advise full mobilization and maximum readiness.

IV.E.2 Local government officials should:

- o Accelerate all incomplete mobilization actions and maintain readiness for either "Attack Warning" or "Order to Evacuate."
- o Modify the information policy, if necessary, for the changing situation.
- o Urge public through all mass media to make final preparations without delay; e.g., improvising and stocking home shelters, gathering supplies to take to public shelters or to host area, cleaning up trash, closing venetian blinds or white-washing windows, filling drinking water containers, etc.
- o Disseminate updated information on CRP, CSP, fire prevention, self-help firefighting, and medical self-help through mass media.
- o Inform all service chiefs that full mobilization has been advised and direct operating departments to suspend all non-emergency functions, alert personnel, and check equipment and supplies. The services should mobilize all available organized forces, and deploy them to preassigned duty stations if ordered.

IV.E.3 If advised that an evacuation order is imminent, local officials should complete the full mobilization preparations and order the actions listed in Exhibit IV.E.

Exhibit IV.F

CHECKLIST: CRISIS RELOCATION ORDERED

Actions in Risk Area:

- o Broadcast instructions to public to secure homes; to gather food, bedding, and other items; and to begin evacuation in accordance with published schedule and routing instructions.
- o Ensure that transportation to appropriate sites in the host area is provided for hospital and nursing home patients who can be evacuated; institutionalized persons; the infirm and handicapped; and people without vehicles.
- o Augment security patrols; ensure that public has received instructions and is beginning movement according to plan. Expedite actions to reduce vulnerability to fire, and redeploy fire equipment and personnel according to plan.
- o Prepare shelters, selected for their direct effects protection, for use by essential workers and others who remain in or commute from risk area; complete actions to reduce fire vulnerability of shelter facilities.

Actions in Host Area:

- o Make final preparations to receive and care for evacuees, including activation of facilities designated for registration, lodging, mass care, medical centers, and other needed functions.
- o Broadcast instructions to the public and alert all services.
- o Post signs directing evacuees to parking areas, registration centers, mass care centers, and emergency medical centers. Establish rest areas and service stops at predesignated sites to assist evacuees passing through jurisdiction.
- o Monitor arrival of evacuees, rendering assistance as needed. Register and assign evacuees to designated public and private lodging facilities. When allocated number of evacuees have been received, inform State and keep remainder of traffic moving through area.
- o Ensure that preselected relocation sites are reserved for specific organizations or essential workers.
- o Expand organizations responsible for sustaining evacuee and resident populations. Organize work teams from arriving population and assign them to appropriate local organizations.
- o Assign emergency service units from risk area to appropriate local service.
- o Activate staging areas to receive materials and supplies, and establish system for distributing supplies where needed. Provide security for sensitive supplies.
- o Continue actions to expand capability for providing water, food, medical care, sanitation, other essential services, and fall-out shelter to resident population and evacuees.

IV.F Event: Crisis Relocation Ordered

IV.F.1 If the President orders Crisis Relocation, local officials should:

- o Inform public and all services of evacuation order, including scheduling, routing, and destination instructions.
- o Ensure that previously published plans and schedule for an orderly evacuation are widely disseminated by all media.
- o Complete mobilizing resources and emergency forces and shutting down all services except those previously designated essential.
- o Activate plans for managing and coordinating relocation and sustaining operations throughout risk and host areas.
- o Complete marking and keep designated routes open throughout risk and host areas.
- o Coordinate traffic control activities throughout area.
- o Start procedures for monitoring and reporting on movement and hosting operations, and for handling problems as they arise.
- o Inform organizations and agencies that have preassigned relocation sites and facilities in host area to begin assembling personnel and moving them as a group.
- o Instruct agencies that perform essential services to schedule the relocation of their workers so that essential services will not be interrupted.
- o Activate standby transportation agreements and begin relocating predesignated medical and sanitation supplies, RADEF equipment, pharmaceuticals, fuels, construction equipment, and other items to preplanned locations in host area.
- o Establish controls over allocation, distribution, and use of available resources.
- o Coordinate activities of organizations that operate essential services to ensure that needed services are provided to host area and to essential facilities in risk area.

Exhibit IV.G

CHECKLIST: EVACUATION NEARING COMPLETION, START SUSTAINING OPERATIONS

Actions to Coordinate Activities:

- o Maintain traffic controls and expedite evacuation of remaining risk area population.
- o Evaluate distribution of population and resources, and adjust imbalances as feasible.
- o Keep public and all services informed of situation and actions being taken to sustain relocated population.
- o Authorize start of commuting by workers needed for essential facilities and services in risk area.
- o Periodically review and evaluate effectiveness of operations to sustain evacuee and resident populations; as needed, adjust plans to permit extending the relocation period on a week by week basis.
- o Advise all local jurisdictions to improve and maintain readiness for possible attack warning or attack without warning.
- o Begin detailing plans for orderly return to risk area when crisis is resolved.

Actions in Risk Area:

- o Maintain security patrols to prevent crime, prohibit unauthorized movement, and detect hazards, if any.
- o Patrol all locations to maintain security of, and limit access to, areas being vacated; as evacuation nears completion, reassign police forces to augment capability of host area while maintaining security throughout vacated area.
- o Check that remaining hospital patients and other institutionalized persons, and personnel needed for their continued care, are provided with best available protection.
- o Continue shipment of equipment and supplies necessary to maintain relocated population.
- o Continue operation of predesignated components of services for risk and host areas; as feasible, improve protection of operators and system components; reduce or curtail service to vacated areas.
- o Continue operating facilities whose functions cannot be suspended or relocated during crisis.

Exhibit IV.G (concluded)

Actions in Host Area:

- o Ensure that water, food, medical care, sanitation, and other essential services are provided to resident population and evacuees; as necessary, continue actions to improve capability.
- o Establish welfare inquiry service to respond to inquiries regarding health and welfare of immediate families, relatives, etc.
- o Establish emergency medical facilities as needed to augment hospital bed capacity.
- o Maintain controls over allocation, distribution, and use of resources; if necessary, ration specific resources.
- o Expand emergency public health measures including: garbage collection and disposal; inspection of food establishments, mass care facilities, and water supplies; and vector control.
- o Establish system for distributing food stocks through designated retail outlets and other distribution points.
- o Monitor operations to sustain evacuee and resident populations; periodically report status to State and call for needed support.
- o Expand and improve fallout shelter base; modify CSP as fallout shelter base is improved, and inform public.
- o Recruit and train auxiliary personnel as needed to increase service capabilities and to augment service cadres; assign personnel to emergency duties.
- o Expand training programs in medical self-help, first aid, self-help firefighting, fire prevention, and sanitation.

Exhibit IV.H

CHECKLIST: ATTACK WARNING IS RECEIVED DURING RELOCATION PHASE

Actions in Risk Area:

- o Disseminate attack warning and protection instructions to public and services by all means available. Those people and service units who are in process of evacuating should continue movement to host area according to CRP. Essential workers and others in risk area who have not started evacuation should immediately take shelter in predesignated facilities affording protection from direct effects.
- o Protect communications against electromagnetic pulse, when warning procedures are completed.
- o Control and expedite movement of those evacuating; assist those remaining to shelter.
- o Deploy service units and personnel to assigned shelters and provide: law and order support to shelter managers; shelter-based medical support; and leadership for fire prevention actions.
- o Receive population in shelter facilities; organize shelter teams; complete readying of shelters for occupancy; and reduce fire vulnerability of shelter facilities (close all window blinds, curtains, and draperies, and establish fire watch).
- o Position sheltered population for maximum protection from direct effects. Put maximum number of people in basements, lying down or sitting on floor, away from doors. If basements are not available, put people in the central part of the building, on lower floors, lying or sitting on floor out of line of possible flying glass.
- o Activate emergency fire watch throughout area.
- o Suspend all operations outside shelter, except those required for safety of shelter occupants.
- o When movement to shelter is completed, advise State.

Exhibit IV.H (concluded)

Actions in Host Area:

- o Disseminate attack warning and protection instructions to public and services by all means available. Those people and service units who are in process of evacuating should continue movement to host area according to CRP. Evacuees and resident population of host area should immediately take shelter in predesignated facilities affording protection from fallout.
- o Protect communications against electromagnetic pulse, when warning procedures are completed.
- o Control and expedite movement to public and home shelters according to CSP, as modified to accommodate evacuees.
- o Continue to receive evacuees from risk area and direct them to available shelter space.
- o Deploy service units and personnel to assigned shelters and provide: law and order support to shelter managers; shelter-based medical support; and leadership for fire prevention actions.
- o Receive population in shelter facilities; organize shelter teams; complete readying of shelters for occupancy.
- o Continue increased readiness actions from shelter posture, devoting all available resources to improving the capacity and protection of public and private shelters.
- o Prepare sleeping and feeding arrangements in shelters.
- o Determine requirements and undertake shelter and medical supply missions.
- o Adjust imbalances among shelters as necessary.
- o Maintain readiness to suspend unsheltered operations and to occupy only those shelter facilities that possess identified fallout protection.
- o When movement to shelter facilities is complete, advise State.

Appendix A

SYNOPSIS OF GUIDANCE FOR
CRISIS RELOCATION PLANNING

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3.0 Host Area Planning	A-29
4.0 Risk Area Planning	A-55
5.0 Organization Planning	A-75

Exhibit A-0.1

REFERENCE MATERIALS

1. DCPA, Guide for Crisis Relocation Contingency Planning, Part I: State- and Regional-Level Planning, 1976.
2. DCPA, Guide for Crisis Relocation Contingency Planning, Part II: Allocation and Emergency Public Information, 1976.
3. DCPA, Guide for Crisis Relocation Contingency Planning, Part III: Host Area Planning, 1976.
4. DCPA, Guide for Crisis Relocation Contingency Planning, Part IV: Risk Area Planning, 1976.
5. DCPA, Guide for Crisis Relocation Contingency Planning, Part V: Organizational Planning, 1976.
6. DCPA, Attack Environment Manual, Chapters 1 through 9, 1973.
7. DCPA TR-82, High Risk Areas for Civil Preparedness Nuclear Defense Planning Purposes, 1975.
8. DCPA, Disposition of Input Populations with Blast and Fallout, computer printout by State.
9. Bureau of the Census, PC(1)-A, Characteristics of the Population, by State, 1970.
10. DCPA, List of Risk Areas with Assigned Reception Centers, computer printouts by State.
11. DCPA, Fallout Shelter Surveys, for various areas at various dates.
12. State Emergency Operations and Resource Management Plans.
13. DCPA, Organizing for Crisis Relocation, 1975.
14. DCPA, Public Safety Guidance for Crisis Relocation Planners, 1975.
15. DCPA, Health and Medical Guidance for Crisis Relocation Planning, 1975.
16. DCPA, Reception and Care Guidance for Crisis Relocation Planners, 1975.
17. DCPA, Resource Support for Crisis Relocation, 1975.

(continued on p. A-4)

Appendix A

SYNOPSIS OF GUIDANCE FOR
CRISIS RELOCATION PLANNING

0.0 INTRODUCTION

0.1 Contents and Reference Materials

- 0.11 This appendix contains outline guidance for presentation in training workshop exercises with representatives of local government. The materials are in a concise outline format for brevity and clarity.
- 0.12 Exhibit A-0.1 lists the reference materials currently called for in the planning guidance.
 - 0.121 The nature of the reference materials for detailed planning is that they tend to be organized in separate documents directed to specific functions, or to individual types and levels of government or private organizations.
 - 0.122 Many of the referenced documents have been published in limited numbers and may be difficult to obtain. While this outline guidance attempts to include salient factors and features, it is strongly recommended that local planners obtain copies of pertinent documents for their particular problem areas. Generally, these should be sought from the state's Office of Emergency Services (or its equivalent) or from DCPA Regional Offices.
 - 0.123 At the point in time when this document was prepared, DCPA guidance was in the process of expansion and revision. It may well be that additional and later reports will be available.
- 0.13 The materials and procedures of this outline guidance are synopsized from the DCPA planning guidance for crisis relocation Parts 1.0 through 5.0 (References 1 through 5).
 - 0.131 Synopsizing was accomplished by selecting planning methods, procedures, and factors from the guidance and summarizing them in outline format. Almost all of the extensive explanatory, illustrative, rationale, and background information has been excluded. That information is considered exceedingly helpful for anyone attempting to accomplish the planning effort.
 - 0.132 The referenced DCPA Planning Guidance (with the exception of Reference 5) was written for use by DCPA sponsored planning teams who would accomplish the crisis relocation planning (in coordination with representatives of State and local government) over an extensive time period (approximately seven years).

(continued on p. A-5)

Exhibit A-0.1 (concluded)

18. DCPA, Guidance on Supply and Economic Controls During Crisis Relocation, 1975.
19. DCPA, Food System Support of the Relocation Strategy, 1975.
20. DCPA, Transportation in Crisis Relocation, 1975.
21. DCPA, Fuel Planning for Crisis Relocation, 1975.
22. DCPA, Prototype Plan for Production and Maintenance of Electric Power in Crisis Relocation, 1975.
23. DCPA, Telecommunications Support for Crisis Relocation, 1975.
24. Bureau of the Census, PHC(1), Census Tracts, for areas of interest, 1976.
25. Detailed maps of risk and host counties and principal communities.
26. DCPA, Host Area Surveys, 1974 (and later) computer printouts for host county congregate care spaces.
27. DCPA, Public Information Guidance for Crisis Relocation Planners, 1975.
28. State, Risk Area, Host Area, and Organization Crisis Relocation Plans, prepared from earlier work.
29. Local Area Community Shelter Program Plans (CSP).
30. DCPA, Shelter Upgrading Manual, 1975.
31. DCPA, Expedient Shelter Manual, 1975.
32. DCPA, Prototype Host County Plan, 1975.
33. Sets of Requirements Statements for Host Counties.
34. DCPA, Prototype Risk Area Crisis Relocation Operational Plan, 1974.
35. DCPA, Prototype Risk Area CRP Action Checklist, 1974.

- 0.133 Most CR functions would be accomplished by existing operating organizations and personnel located within the host and risk areas. These personnel may not have participated in the planning because the work was done by the planning team, or because new assignments may have been made during the lapsed time. This outline guidance should assist these operating personnel to understand how the plans were accomplished.
- 0.134 These outline planning guidance materials are directed also to local planners who may be required to develop a CR plan for their local government or organization during an intense crisis buildup period, resulting from an international confrontation so severe that it would cause an actively recognized immediate threat of nuclear attack. Under such a condition, Federal and State resources might be saturated, requiring local planners to proceed on a self-help basis. The local planners would have intimate knowledge of local resources, procedures, and organizations. They would also have specialized technical competencies. Thus, the local planners might be able to devise ingenious and shortcut methods for achieving the planning goals. The outline materials and the references presented here should not take precedence over local capabilities. For example, the referenced planning materials contain many standardized forms and formats for recording and communicating data. Space does not permit their inclusion in the outline guidance, and in addition, it is likely that local operating and planning organizations will have suitable forms with which they are familiar and which they can adapt for CR planning use. Reference 6 is an excellent compendium of technical materials relating to nuclear attack hazards and countermeasures.
- 0.14 In the following outline guidance, Parts 1.0 and 2.0 deal with State plans and allocation planning. This work is scheduled to be accomplished by the DCPA sponsored planning teams early in the total relocation planning process. It is expected that the materials will be available to local planners when they begin their work.
- 0.141 Parts 1.0 and 2.0 of the outline guidance are presented so that local planners may know the content and procedures used for those plans, and may be in a better position to request guidance and supporting materials. If the State plans are not completed, it is likely that they will be under crash preparations so that the outline data will allow local planners to know what to expect from the higher echelon of government.
- 0.142 Part 3.0 is a more extensive outline directed to host area planners, and Part 4.0 to risk area planners. Part 5.0 is directed to planners of critical organizations, which would be expected to continue operations during a crisis relocation.
- 0.143 The first page of each Part 1.0 through 5.0 is titled Contents. It lists the major sections of the Part, and briefly describes their purposes. The list may serve local planners as a reminder of what they need to accomplish to fulfill their role in meeting the overall CRP objectives.

1.0 STATE-LEVEL PLANNING

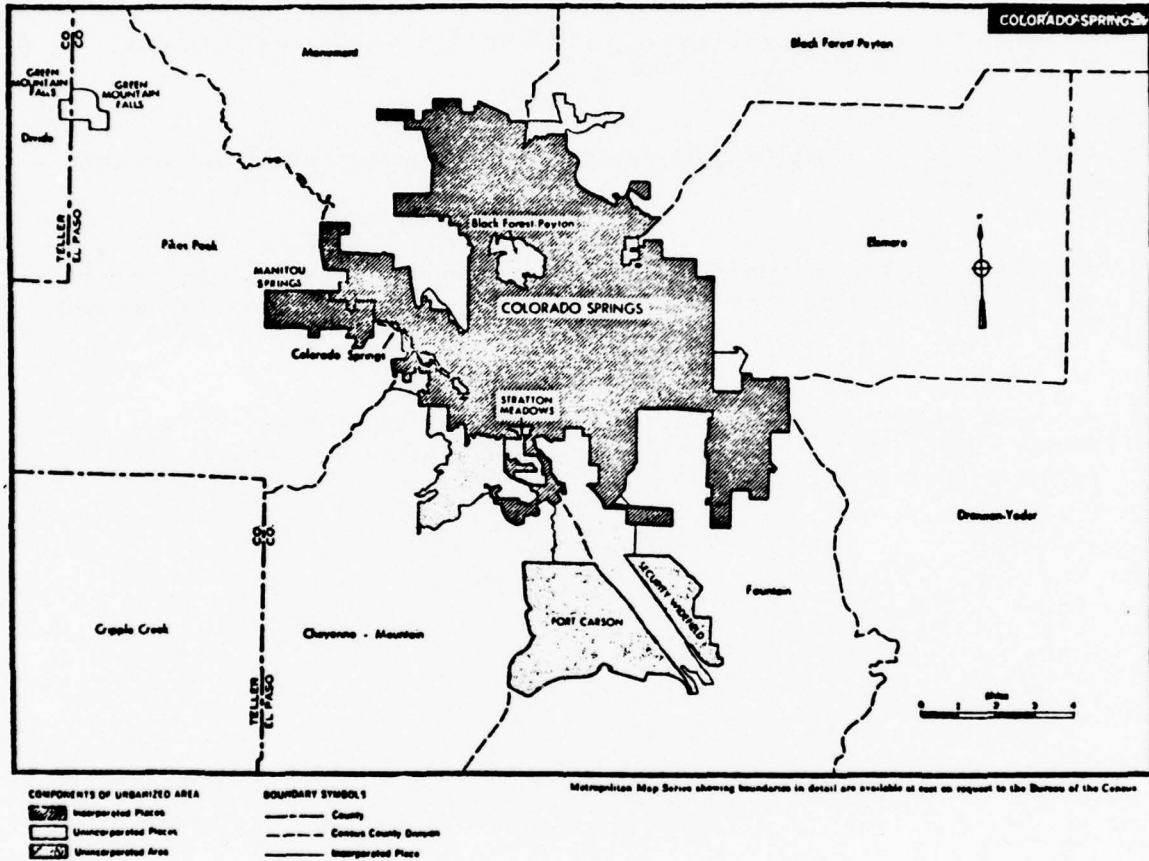
Contents

- 1.1 Risk Area Definition tells the bases for selecting and bounding risk areas.
- 1.2 Preliminary Host Area Assignments provides first-order allocations of risk area populations to host areas.
- 1.3 Elements of the State CR Plan describes the content and format of the State Plan.
- 1.4 Direction and Control and Direct Support Annexes describes the content and format of the Annexes concerned with government control and support for CR.
- 1.5 Resource Support Annexes describes the content and format of the Annexes concerned with production and distribution of supplies and services during CR.

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Exhibit A.1.1

COLORADO SPRINGS URBANIZED AREA

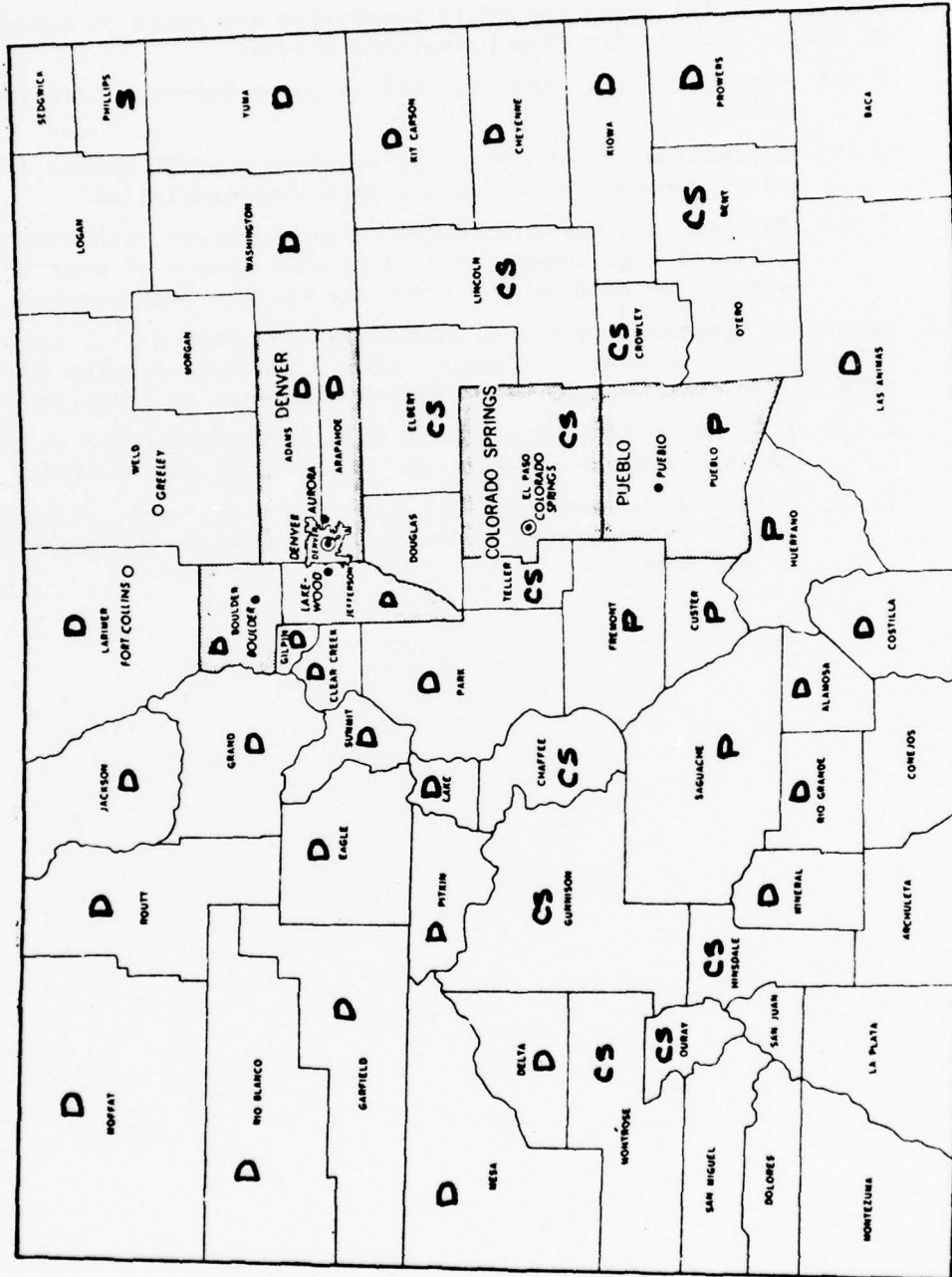


1.0 STATE-LEVEL PLANNING

1.1 Risk Area Definition

- 1.11 Choices of risk areas and their boundaries are based on concentrations of military, industry, and population values.
 - 1.111 Choice of risk areas has been a joint Federal-State responsibility.
 - 1.112 Definition of boundaries is based on a 50-50 chance of 2 psi overpressure from assumed weapon characteristics.
 - 1.113 Fallout risk was calculated. Usually areas with high probabilities of high doses (over 50 percent chance of over 10,000 R) are not to be evacuated, nor are they to host evacuees.
- 1.12 Generally speaking, risk area boundaries (Exhibit A-1.1) include all urbanized census tracts or Minor Civil Divisions (density over 1,000/sq mile in the 1970 Census) with centroids subject to 2 psi or more.
 - 1.121 DCPA has published maps and population data based on the targeting, weapons effects, and census data (References 7 and 8).
 - 1.122 Risk area boundaries are subject to local revision based on public information requirements and need to minimize the numbers of evacuees.

Exhibit A.1.2
A COMPUTER ALLOCATION OF HOSTING AREAS



Legend: D = Denver-Boulder, CS = Colorado Springs, P = Pueblo, S = Sterling

1.0 STATE-LEVEL PLANNING

1.2 Preliminary Host Area Assignments

- 1.21 A preliminary hosting ratio is determined to match the number of relocatees to the number of host area residents.
 - 1.211 Subtracting the risk area and high fallout area population from the State total population gives the potential host population (Reference 9). Dividing the risk population by the host population gives a first approximation of the hosting ratio.
 - 1.212 A first-order allocation (Exhibit A-1.2) may be made by assigning risk populations to host counties on a least distance basis. (Remote counties may be eliminated, increasing the host ratio.) DCPA has a computerized allocation which is helpful to start, but is based only on airline distances (References 8 and 10).
- 1.22 The first-order allocations should be subject to the following preliminary refinements:
 - 1.221 Eliminate excess travel distances, routes crossing the paths of evacuees, and routes moving evacuees through another risk area. Allow equidistant host counties to receive relocatees from more than one risk area.
 - 1.222 Determine the availability of a reasonably direct route (two-lane paved highway) to host area. Consider weather and topography.
 - 1.223 Determine availability of water and sewage facilities in host area.
 - 1.224 Determine congregate care capacity (40 sq feet per person) in buildings other than occupied homes. DCPA policy is to encourage home sharing, but not to plan on it. Alternatively at this stage, assume a 3:1 hosting capacity.
 - 1.225 Review surveys of available fallout shelter (Reference 11) for both host county residents and relocatees. Consider possibility of "upgradable" shelter. (Note that a new program of shelter surveys is underway, but it is unlikely that data will be available promptly for very many areas.)

Exhibit A-1.3

INDEX FOR A STATE CRISIS RELOCATION PLAN

BASIC PLAN

- I SITUATION AND ASSUMPTIONS
- II MISSION
- III EXECUTION
 - A. Concept of Operations
 - B. Emergency Organization
- IV ADMINISTRATION AND LOGISTICS
- V DIRECTION AND CONTROL

APPENDIX TO BASIC PLAN

- 1. Designation of Risk and Host Areas
- 2. Assignment of Risk Area Populations to Host Areas
- 3. Military Dependents Support
- 4. Relocation Instructions for the Public

Annexes A through E (Exhibit A-1.4) are operational support plans

Annexes F through N (Exhibit A-1.4) are resource support plans

1.0 STATE-LEVEL PLANNING

1.3 Elements of the State CR Plan

- 1.31 The contents of a State CR Plan are outlined in Exhibit A-1.3.
 - 1.311 CR planning should be consistent with other State emergency plans (Reference 12). The CR plan may be an independent document, or may be integrated into a master emergency plan.
 - 1.312 The CR plan should include sections on the situation and assumptions, the mission, the concept of operations, the emergency organization, the authority for administrative and logistic control, and direction and control (Reference 13).
 - 1.313 The CR plan should include basic data on risk areas (1.1)* and host areas (1.2) and on population assignments.
 - 1.314 Detailed specification of activities should be placed in appropriate annexes.
- 1.32 Operational support plans:
 - 1.321 These annexes (1.4) relate to functions for which State and local governments have substantial operating capabilities, including direction and control, law and order, fire and rescue, health and medical, and reception and care. Plans for each function should be indicated in a separate annex.
 - 1.322 Plans should designate direct and contingent support roles, and should include relocation plans for personnel and families.
- 1.33 Resource support plans:
 - 1.331 These annexes (1.5) relate to the production, distribution, and use of essential goods and services, generally controlled by private organizations. Plans for each function should be in a separate annex, or an appendix to an annex entitled Resource Support Plan.
 - 1.332 Control of these functions should be maintained by present operators, who will need to be informed about essential goods and services and about the new geographical distribution of the population.
 - 1.333 An essential role of the State Plan is to specify "who gets how much of what."
 - 1.334 The sequence of planning should give first priority to those elements meeting most immediate needs, and to those affecting other elements.
 - 1.335 Control of consumption probably will be the most difficult problem, and may require direct controls or a rationing system.

*The decimal numbers refer to sections within Appendix A.

Exhibit A-1.4

STATE PLAN ANNEXES

Annex

- A. Direction and Control
- B. Law and Order Service
- C. Fire and Rescue Service
- D. Health and Medical Service
- E. Reception and Care Service
- F. Resource and Supply Service
- *G. Food Support Plan
- *H. General Supply Support Plan
- *I. Transportation Support Plan
- *J. Fuel Support Plan
- *K. Health and Medical Support Plan
- *L. Water Supply and Sewage Support Plan
- *M. Electric Power Support Plan
- *N. Telecommunications Support Plan
- *These could alternatively be Appendices to an Annex titled:
Resource Support Plan.

Typical Organization of Annexes

Mission

Situation and Assumptions

Emergency Organization

Appendices:

1. Checklist of Emergency Operations for CR
2. Organizations
3. Operational Procedures
4. Intelligence and Assessment
5. Communications
6. Emergency Public Information (only in Direction and Control Annex)

1.0 STATE-LEVEL PLANNING

1.4 Direction and Control and Direct Support Annexes

- 1.41 The Direction and Control Annex of the State Plan (Exhibit A-1.4) should specify continuing functions of State government: the activities, the organization, and the operations.
 - 1.411 Selected activities should give priority to those most directly required to achieve crisis relocation and to maintain life and resources.
 - 1.412 Organization should preserve existing structures to the extent possible.
 - 1.413 Operations should involve decision making, promulgating, and evaluation. Problems will need to be identified, information gathered, and alternative solutions devised.
- 1.42 The Direct Support Annexes of the State Plan should include the following considerations.
 - 1.421 State direct support functions normally include law and order (Reference 14), fire and rescue (Reference 14), health and medical (Reference 15), and reception and care (Reference 16) services.
 - 1.422 Operations consist of conducting State activities and dispatching units (personnel and equipment) to support local forces.
 - 1.423 State forces often provide vital information and communication resources to local government, and may serve as a contingency backup for local direction and control.
 - 1.424 Relocation plans should include specific deployment of organizations and emergency functional assignments.

Exhibit A-1.5

ESSENTIAL SUPPLIES AND SERVICES FOR CRISIS RELOCATION

1. Health Supplies and Equipment
 - a. Pharmaceuticals
 - b. Blood Collecting and Dispensing Supplies
 - c. Biologicals
 - d. Surgical Textiles
 - e. Emergency Surgical Instruments and Supplies
 - f. Laboratory Equipment and Supplies
2. Food
 - a. Milk
 - b. Meat and Meat Alternatives
 - c. Vegetables and Fruits
 - d. Grain Products
 - e. Fats and Oils
 - f. Sugars and Syrups
 - g. Adjuncts
3. Body Protection and Operations
 - a. Personal Hygiene
 - b. Portable Lighting
4. Electric Power
5. Fuels
 - a. Petroleum Products
 - b. Gas
 - c. Solid Fuels
6. Sanitation (Including Sewage Treatment) and Water Supply
 - a. Water and Sewage Treatment
 - b. Water Supply and Sewage Treatment Materials
 - (1) Coagulants
 - (2) Disinfectants
 - (3) Miscellaneous
 - c. Insect and Rodent Control Materials
 - (1) Insecticides
 - (2) Rodenticides
 - d. General Sanitation Materials
7. Housing and Construction Materials and Equipment
8. General Use Supplies and Equipment
 - a. Batteries
 - b. Tools
 - c. Construction Equipment
 - d. Trucks
9. Transportation
10. Telecommunications
11. Defense-Related Production and Services

1.0 STATE-LEVEL PLANNING

1.5 Resource Support Annexes

- 1.51 Resource support activities may be organized as a single State activity or as separate functions. They should appear as Annexes to the State Plan, and should follow the format of Exhibit A-1.5.
 - 1.511 Annexes include the resource and supply services (References 17 and 15) and separate plans for food (Reference 19), general supply (Reference 17), transportation (Reference 20), fuel (Reference 21), health (Reference 15), electric power (Reference 22), and telecommunications (Reference 23).
 - 1.512 These activities are normally controlled by private organizations, and therefore plans should provide for effective coordination with government.
- 1.52 Resource support activities include:
 - 1.521 Identification of essential supply and service items (Exhibit A-1.5) needed for direct consumption by people, (food, electric power, fuel); industrial support (facilities or services to produce or distribute supplies for direct consumption); and military production (specified by the Federal government).
 - 1.522 Determination of use rates may be based on established standards or on estimates by knowledgeable consultants. These criteria will tend to reflect normal usage, and are convenient to compare with capacities and inventories. The criteria will usually overstate requirements for austere programs, and will not consider substitution alternatives.
 - 1.523 Estimates of numbers of people by host, risk, and non-host/non-risk areas come from preliminary assignments of people (1.4).
 - 1.524 Fixed systems (electric power, gas, water, sewage, telecommunications) are usually utilities with well-defined capacities. Analyses of closely integrated systems may reveal deficits that can be resolved only by modifying use rates or population assignments.
 - 1.525 Flexible systems (such as food and fuel distribution) will usually not be integrated. Key personnel know the operating capacities. (Note that the fixed elements of flexible systems--hospitals, roads, manufacturing and wholesaling facilities--may control operations.) Analyses should set requirements for redirection of supplies to the relocated population.

2.0 ALLOCATION PLANNING

Contents

- 2.1 Allocation Policy and Planning Considerations includes general information for the preliminary division and allocation of risk population.
- 2.2 Preliminary Assignment Analysis gives a step-by-step procedure for the allocation.
- 2.3 On-Site Modification and Selection Procedures outlines the purposes and procedures for an initial refinement of risk area allocations.
- 2.4 Emergency Relocation Information describes materials and media for standby public CR information.

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Exhibit A.2.1

Table P-1. General Characteristics of the Population: 1970

(For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text)

Census Tracts	Balance of El Paso County - Con								Totals for split tracts							
	Tract 0041	Tract 0042	Tract 0043	Tract 0044	Tract 0045	Tract 0046	Tract 0047	Tract 0048	Tract 0049	Tract 0050	Tract 0051	Tract 0052	Tract 0053	Tract 0054	Tract 0055	Tract 0056
RACE																
All persons	5 811	5 832	5 712	10 299	4 319	5 111	4 530	1 538	5 941	6 144	3 484	2 974	2 117	1 500	4 445	4 445
White	5 450	5 475	5 358	15 478	3 724	4 812	4 214	1 217	5 504	6 016	3 618	2 931	2 073	1 438	4 348	4 348
Negro	275	100	169	274	274	274	274	274	14	85	32	23	15	11	66	66
Percent Negro	3.9	3.5	4.5	17.0	6.7	4.0	5.3	-	0.2	1.4	0.9	0.8	0.5	0.7	1.5	1.5
AGE BY SEX																
Male, all ages	3 812	1 419	1 814	16 950	2 849	2 517	2 349	671	3 847	3 873	1 782	1 422	1 471	707	2 144	2 144
Under 5 years	307	129	187	424	299	215	200	47	190	216	189	190	107	54	240	240
5 to 9 years	125	48	65	163	121	171	98	18	100	136	71	52	29	31	52	52
10 to 14 years	483	278	283	479	306	263	263	61	369	426	291	165	127	60	302	302
15 to 19 years	84	43	49	110	58	67	67	12	65	70	29	30	24	17	43	43
20 to 24 years	103	41	49	92	67	61	52	10	54	85	29	17	31	13	44	44
25 to 29 years	492	240	252	350	265	496	261	77	463	454	194	73	178	54	253	253
30 to 34 years	92	49	64	64	29	96	48	12	75	94	34	17	25	10	48	48
35 to 39 years	274	163	213	1 538	128	260	168	56	375	247	143	67	184	61	137	137
40 to 44 years	78	38	41	41	24	85	41	15	76	70	36	9	44	13	36	36
45 to 49 years	59	45	59	25	32	80	40	10	87	65	47	18	46	13	38	38
50 to 54 years	42	38	41	144	30	57	57	12	84	51	36	10	43	8	37	37
55 to 59 years	47	19	33	346	18	40	33	7	55	40	22	7	27	13	20	20
60 to 64 years	28	23	19	160	24	18	15	4	23	21	27	18	24	14	12	12
65 to 69 years	145	45	72	11 677	213	37	304	29	65	127	211	266	96	114	190	190
70 to 74 years	23	12	10	2 865	25	7	41	7	12	16	29	37	16	9	29	29
75 years and over	10	1	2	4 818	46	12	110	9	14	25	47	67	21	29	1	1
Female, all ages	3 413	1 612	1 714	1 733	363	2 999	311	75	2 400	487	232	272	149	120	315	315
Under 5 years	290	116	173	385	270	264	273	53	163	215	177	118	79	29	251	251
5 to 9 years	137	50	64	147	100	112	91	22	76	143	51	59	36	29	100	100
10 to 14 years	454	193	236	394	303	416	279	64	332	417	183	95	149	79	282	282
15 to 19 years	87	25	38	84	57	66	58	6	49	64	19	23	14	14	30	30
20 to 24 years	492	220	267	266	273	468	252	89	454	397	221	93	183	66	245	245
25 to 29 years	87	32	56	37	37	93	58	18	65	71	46	22	50	15	37	37
30 to 34 years	274	133	165	164	150	268	266	54	323	243	183	107	165	66	168	168
35 to 39 years	83	29	43	47	28	80	48	18	97	55	43	13	27	8	30	30
40 to 44 years	68	36	37	39	26	39	51	16	76	65	37	17	46	7	37	37
45 to 49 years	57	37	49	76	156	63	53	5	79	49	40	13	47	16	32	32
50 to 54 years	33	24	16	28	29	31	55	8	46	44	27	27	20	17	26	26
55 to 59 years	33	7	20	24	41	26	59	7	75	30	46	37	15	14	22	22
60 to 64 years	149	61	86	271	230	86	305	29	100	170	207	315	123	123	248	248
65 to 69 years	24	13	16	33	44	20	68	7	23	26	33	22	28	17	43	43
70 to 74 years	26	14	14	50	49	13	72	8	16	28	58	67	22	36	40	40
75 years and over	409	217	276	568	419	391	203	75	347	552	255	255	173	126	373	373
Relationship to head of household	455	230	243	202	235	466	250	76	499	423	215	114	240	59	234	234
Head of household	231	148	138	76	99	183	170	59	450	376	207	135	219	87	272	272
Wife of head	161	596	763	1 108	912	1 013	675	314	1 343	1 458	867	780	780	472	1 185	1 185
Other relative of head	3 217	1 511	2 039	2 501	1 933	2 862	2 113	535	2 821	2 991	1 557	962	1 345	627	1 994	1 994
Not related to head	50	17	16	23	72	41	58	12	36	32	36	75	24	22	61	61
In group quarters	18	-	-	14 455	7	-	11	17	226	13	95	-	-	-	5	5
Persons per household	4.21	4.00	4.17	4.05	3.56	4.28	3.54	3.39	3.77	3.76	3.24	2.44	3.22	2.80	3.37	3.37
TYPE OF FAMILY AND NUMBER OF OWN CHILDREN																
All families	1 241	487	824	1 287	1 865	1 154	1 174	277	1 454	1 543	679	888	873	481	1 168	1 168
With own children under 18 years	1 080	512	692	953	765	965	773	188	1 025	1 118	610	422	553	212	729	729
Number of children	2 819	1 309	1 761	2 357	1 754	2 573	1 812	441	2 385	2 429	1 298	763	1 052	458	1 711	1 711
Resident with families	1 163	596	763	1 198	653	1 013	1 075	314	1 343	1 458	867	780	780	472	1 185	1 185
With own children under 18 years	919	435	611	885	685	837	671	184	936	1 051	537	349	472	185	885	885
Number of children	2 362	1 090	1 556	2 337	1 525	2 257	1 580	423	2 173	2 405	1 162	619	825	425	1 529	1 529
Percent of total under 18 years	81.7	80.8	84.2	90.9	82.2	85.5	82.4	92.0	87.9	91.6	85.0	76.0	87.3	81.5	85.5	85.5
Families with other male head	19	7	8	8	22	19	22	8	14	18	23	13	8	11	14	14
With own children under 18 years	13	6	6	7	14	14	16	2	10	11	9	4	7	4	10	10
Number of children	32	14	10	14	30	33	32	5	24	17	15	7	3	3	17	17
Families with female head	160	84	83	1	91	124	79	5	99	67	87	95	83	44	83	83
With own children under 18 years	148	76	75	1	86	114	66	3	79	56	64	69	56	34	63	63
Number of children	405	205	195	1	219	283	192	3	168	129	121	137	94	44	155	155
Percent of total under 18 years	13.8	13.2	10.6	-	12.0	10.7	10.0	0.6	7.6	4.8	8.9	16.8	8.3	9	8	8
Persons under 18 years	2 935	1 349	1 845	2 570	1 832	2 641	1 928	473	2 472	2 712	1 367	814	1 121	497	1 800	1 800
MARITAL STATUS																
Male, 14 years old and over	1 678	871	1 137	15 811	1 228	1 488	1 682	649	1 896	1 941	1 243	1 072	1 091	509	1 290	1 290
Single	449	245	339	11 813	207	473	322	103	468	430	287	181	272	120	213	213
Married	1 204	609	717	3 519	981	1 015	1 156	322	1 428	1 511	956	890	819	389	1 077	1 077
Separated	9	8	4	173	4	8	7	3	4	9	9	24	6	3	17	17
Widowed	12	6	8	13	10	5	23	8	35	4	37	17	9	3	19	19
Divorced	13	11	13	466	34	9	47	13	20	23	30	52	8	21	19	19
Female, 14 years old and over	1 686	916	1 167	1 641	1 991	1 604	1 515	498	1 538	1 611	1 261	1 261	1 261	584	1 286	1 286
Single	364	164	249	1 201	157	366	266	79	529	511	320	188	279	113	266	266
Married	1 305	663	847	1 220	1 661	1 148	1 136	322	1 431	1 522	941	878	878	374	1 020	1 020
Separated	16	11	16	4	16	10	17	1	15	15	20	19	9	6	8	8
Widowed	64	37	35	15	43	44	44	24	273	271	139	105	80	57	79	79
Divorced	42	32	21	5	30	26	37	3	47	57	58	67	64	40	75	75

2.0 ALLOCATION PLANNING

2.1 Allocation Policy and Planning Considerations

- 2.11 A preliminary "desk-top" allocation of risk area population is the first step in the planning process. It should:
 - 2.111 Be based on 1970 Census data for consistency and for ready availability. Exhibit A-2.1 and A-2.2 are sample pages from Reference 24.
 - 2.112 Familiarize the planning team with the characteristics of the risk area population and identify special conditions of the area.
 - 2.113 Provide an initial "straw-man" solution for discussion and modification by local officials.
- 2.12 Special groups of the risk area population should be identified so that they may be assigned to particular host areas, or assigned particular means of transportation. The rest of the population may be treated as a homogeneous group. Special groups are:
 - 2.121 Military personnel are not under civil authority and most will have urgent assignments. They average less than one percent of urban population, and hence, can be ignored in most risk area allocations. Military dependents may be provided for by the military; if not, they probably should be assigned to selected facilities.
 - 2.122 Institutionalized groups (patients, students, prisoners) usually lack possessions and transportation and often require special care and custody. All groups that can be moved should be assigned to equivalent host area facilities.
 - 2.123 Federal, State, and local civilian employees may have emergency functions, but should be assigned initially to host counties in the same manner as the general population. Other local government employees (public safety forces) should be considered essential workers to be assigned to close-in host areas (with their dependents).
 - 2.124 Essential business and industry employees (with their dependents) should also be assigned to close-in host areas. Essential operations will include utility, transportation, and distribution functions. Some military and critical civilian production (food, pharmaceuticals) may be needed.
 - 2.125 Persons without automobiles should be identified by location so that plans for public transportation can be made. It may be desirable to assign them to host areas readily accessible by public transportation (bus, rail, and water).

Exhibit A.2.2

Table P-3. Labor Force Characteristics of the Population: 1970

(Data based on sample, see text. For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text.)

Census Tracts

EMPLOYMENT STATUS

18 years, 16 years old and over

Labor force

Percent of total

Civilian labor force

Employed

Unemployed

Percent of civilian labor force

Not in labor force

Inmate of institution

Enrolled in school

Other under 65 years

Other 65 years and over

18 years, 16 years old and over

Not enrolled in school

Not high school graduates

Unemployed or not in labor force

18 years, 16 years old and over

Labor force

Percent of total

Civilian labor force

Employed

Unemployed

Percent of civilian labor force

Not in labor force

Married women, husband present

In labor force

With own children under 6 years

In labor force

18 years, 16 years old and over

Professional, technical, and kindred workers

Health workers

Teachers, elementary and secondary schools

Managers and administrators, except farm

Sales

Self-employed in retail trade

Retail trade

Clerical and kindred workers

Craftsmen, farm, and kindred workers

Construction craftsmen

Machinery and repairmen

Operators, except transport

Transport equipment operators

Laborers, except farm

Farm workers

Service workers

Cooking and food service workers

Protective service workers

Personal and health service workers

Private household workers

18 years, 16 years old and over

Professional, technical, and kindred workers

Teachers, elementary and secondary schools

Managers and administrators, except farm

Sales

Clerical and kindred workers

Secretaries, stenographers, and typists

Operators, including transport

Other blue-collar workers

Farm workers

Service workers, except private household

Private household workers

18 years, 16 years old and over

Construction

Manufacturing

Durable goods

Transportation

Communications, utilities, and other services

Wholesale trade

Retail trade

Finance, insurance, and real estate

Business and repair services

Personal services

Health services

Educational services

Other professional and related services

Public administration

Other industries

18 years, 16 years old and over

Private wage and salary workers

Government workers

Local government workers

Self-employed workers

Unpaid family workers

18 years, 16 years old and over

Professional, technical, and kindred workers

Health workers

Teachers, elementary and secondary schools

Managers and administrators, except farm

Sales

Self-employed in retail trade

Retail trade

Clerical and kindred workers

Craftsmen, farm, and kindred workers

Construction craftsmen

Machinery and repairmen

Operators, except transport

Transport equipment operators

Laborers, except farm

Farm workers

Service workers

Cooking and food service workers

Protective service workers

Personal and health service workers

Private household workers

18 years, 16 years old and over

Professional, technical, and kindred workers

Health workers

Teachers, elementary and secondary schools

Managers and administrators, except farm

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Sales

2.0 ALLOCATION PLANNING

2.2 Preliminary Assignment Analysis

- 2.21 This section gives a step-by-step procedure for the "desk-top" allocation of risk area population. It identifies:
- 2.211 Population of special groups by census tract.
 - 2.212 Other population by families, dealing with the "double counting" problem resulting from the existence of more than one employee per household (about 25% of households in urban areas).
- 2.22 The procedure to identify special groups and to derive persons per employee requires Tables P-1, P-3, and H-2 of the 1970 Census Tracts publication (Reference 24). Each risk area census tract should be listed. The analysis proceeds (numbers below in parentheses indicate worksheet columns):
- 2.221 Record total (1) and group quarters (2) populations from P-1 (Exhibit A-2.1). Group quarters is the institution and military population, which often can be identified from street maps (Reference 25) showing large facilities (colleges, hospitals, military installations, etc.).
 - 2.222 Active duty military (3) personnel are recorded from P-3 (Exhibit A-2.2) by subtracting civilian from total labor force. Military may be excluded from most risk areas because of the small numbers.
 - 2.223 Record civilian employees (4) from P-3 and add (3) and (4) to record total employees (5).
 - 2.224 Heads of households from P-1 are the number of households (6). Divide (6) by (5) to record households per employee (7). Record 1.0 if result is greater than 1.
 - 2.225 Record persons per household (8) from P-1. Multiply (7) times (8) and record persons per employee (9).
- 2.23 Critical workers are determined for each census tract in a supplementary worksheet (letters in parentheses indicate columns).
- 2.231 Record government (A), local government (B), and school workers (C) from P-3. Subtract (C) from (B) to get non-school local workers (D). Subtract (B) from (A) to get State and Federal workers (E).
 - 2.232 Critical government workers must be estimated, subject to later review and modification. Lacking better data, assume that 50% of non-school local and 25% of State and local are critical, and record as (F) and (G). Add (F) and (G) to get total critical government workers (H).
 - 2.233 Critical private workers must also be estimated, subject to later review and modification. Estimate percent of manufacturing in food, drug, and military production for the area. Multiply this percentage times manufacturing employees (J) from P-3. Record from P-3 all transportation (K), and communications and utilities (L).

(continued on p. A-24)

Follow procedure for manufacturing to estimate wholesale trade (M). Sum (J), (K), (L), and (M) to get total critical private workers (N). Sum (H) and (N) to get total critical workers (O).

- 2.234 Census table H-2 (Reference 24) records households without automobiles (P). Multiply this number by persons per household (Q) from P-1 to get the number of persons without autos (R).
- 2.24 The analysis process is completed in the following steps:
 - 2.241 Military in households (10) is derived by subtracting from (3) the number of military in barracks estimated from (2). Military and dependents (11) is obtained by multiplying (10) times (9), and military dependents (12) by subtracting (10) from (11).
 - 2.242 Critical workers (13) is recorded from (O), and workers and dependents (14) are recorded by multiplying (13) times (9).
 - 2.243 Persons in households (15) is recorded from P-1. General public (16) is all persons in households (15) less critical workers and dependents (14) and military and dependents (11).
 - 2.244 The last two columns refer to people who may require public transportation. Persons without autos (17) comes directly from (R). Civilians in group quarters (18) is from (2) less military in barracks.
- 2.25 Allocation schemes:
 - 2.251 Proportion the risk area population to host areas (use 1974 Host Area Survey, Reference 26, congregate care spaces), and identify locations of host area spaces relative to relocation routes. Modify proportions by route capacities to equalize relocation times.
 - 2.252 Critical workers and dependents may be allocated to a nearby host county, noting proximities to large essential industries. Set aside this host county from general public plan.
 - 2.253 An alternative to 2.252, if routes radiate from risk area, would be to reserve closest parts of host counties for critical workers and dependents. This alternative would be particularly effective for local government emergency service workers who could be responsible for the risk area section nearest them.
 - 2.254 Another alternative to 2.252 would be to locate critical workers and dependents in host areas adjacent to best highway routes. This alternative would increase travel distance, but might save travel time.
 - 2.255 Persons living in group quarters and those without autos should be considered dependent on public transportation. If there is a shortage, close-in locations would be preferable. If movement is by railroad or water, host areas should be adjacent to terminals.
 - 2.256 Patients, prisoners, students, and military dependents should be considered on a case basis, preferably being relocated to similar facilities.

2.0 ALLOCATION PLANNING

2.3 On-Site Modification and Selection Procedures

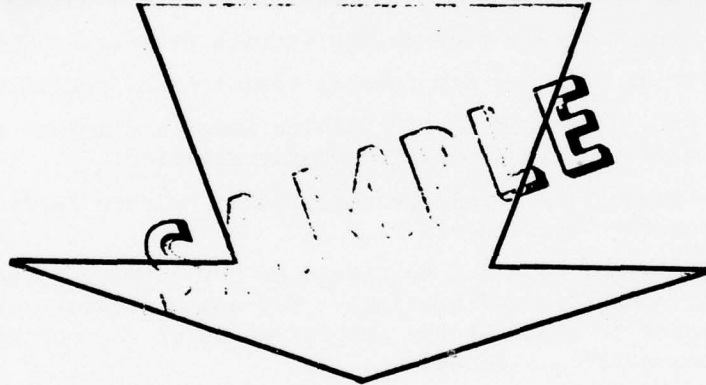
- 2.31 The initial risk area briefing should include the Chief Executive Officer and selected staff of the central city, plus other key local persons.
 - 2.311 Audience selection should be guided by the local civil defense coordinator and Region/State officials.
 - 2.312 Presentation should include reviews of the situation and of State and "desk-top" planning efforts.
 - 2.313 Purposes of the meeting should be stated: to fix the risk area definition, to update and confirm data, to explore alternatives, and to solicit participation.
 - 2.314 Questions should be expected (particularly about State and Federal roles) and answered as directly as possible.
- 2.32 Risk and host area data modifications should be adopted unless they are contrary to other elements of State planning and guidance.
 - 2.321 Risk area boundary changes may require preparation of new maps.
 - 2.322 Population updating may require revisions of preliminary worksheets.
 - 2.323 Risk area officials should provide important inputs regarding host area and transportation characteristics.
 - 2.324 Route capacities should be analyzed to balance loadings and account for "bottlenecks."
 - 2.325 Institutional populations should be reviewed to identify specific kinds, numbers, and locations. Key administrators should be contacted to plan for the special needs of the occupants and for the staff and dependents.
 - 2.326 Critical government and private organizations should be identified and contacted to determine functions, number, and locations of key workers, and preferred relocation plans.
- 2.33 The revised data should allow preparation of refined allocations and area maps.
 - 2.331 Tentative host areas for special groups should be identified.
 - 2.332 Locations of risk area facilities for essential operations should be mapped, and central staging areas selected. Areas with all-effects shelters and ample parking room (such as large schools or shopping centers) are to be preferred.
- 2.34 The revised data should be presented to key local officials in a workshop exercise to:
 - 2.341 Resolve conflicts and obtain concurrence.
 - 2.342 Specify and coordinate "skeleton" operating plans and organizations for the emergency services, including the staffing and operations of the risk area EOC.

Exhibit A.2.4

TYPICAL COVER SHEET FOR INSTRUCTIONS

This Information is your key to survival,
READ IT..... KEEP IT

**EVACUATION GUIDANCE FOR
CITIZENS OF SAN ANTONIO/BEXAR COUNTY**



- WHO WILL BE EVACUATED
- FACTS ABOUT A NUCLEAR EXPLOSION
- WHERE YOU WILL BE RELOCATED
- WHAT TO DO WHEN YOU ARRIVE
- HOW TO GET THERE
- WHAT TO TAKE
- HOW TO PROTECT YOU & YOUR FAMILY

IMPORTANT NOTICE

This information is being published at the request of government officials of the State of Texas because a serious international crisis exists. If the situation becomes more serious, it may be necessary for the citizens of San Antonio to move to a safer location.

The decision to evacuate the City will be carefully considered. Evacuation will be directed only if there appears to be a real possibility of a nuclear attack. In such a case, *evacuation may be the key to survival for you and your family.*

You will be officially notified by radio and TV if evacuation is directed. Stay tuned to your local stations. In the meantime, you are urged to prepare for the possibility that you may have to leave the area for a safer location.

It is important for you to read the following information very carefully. It contains instructions and directions that you will need during this crisis period. Make sure that you and your family understand all these instructions.

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CENTER FOR PLANNING AND RESEARCH INC PALO ALTO CALIF
PLANNERS GUIDE FOR CRISIS RELOCATION TRAINING.(U)
SEP 77 R A HARKER

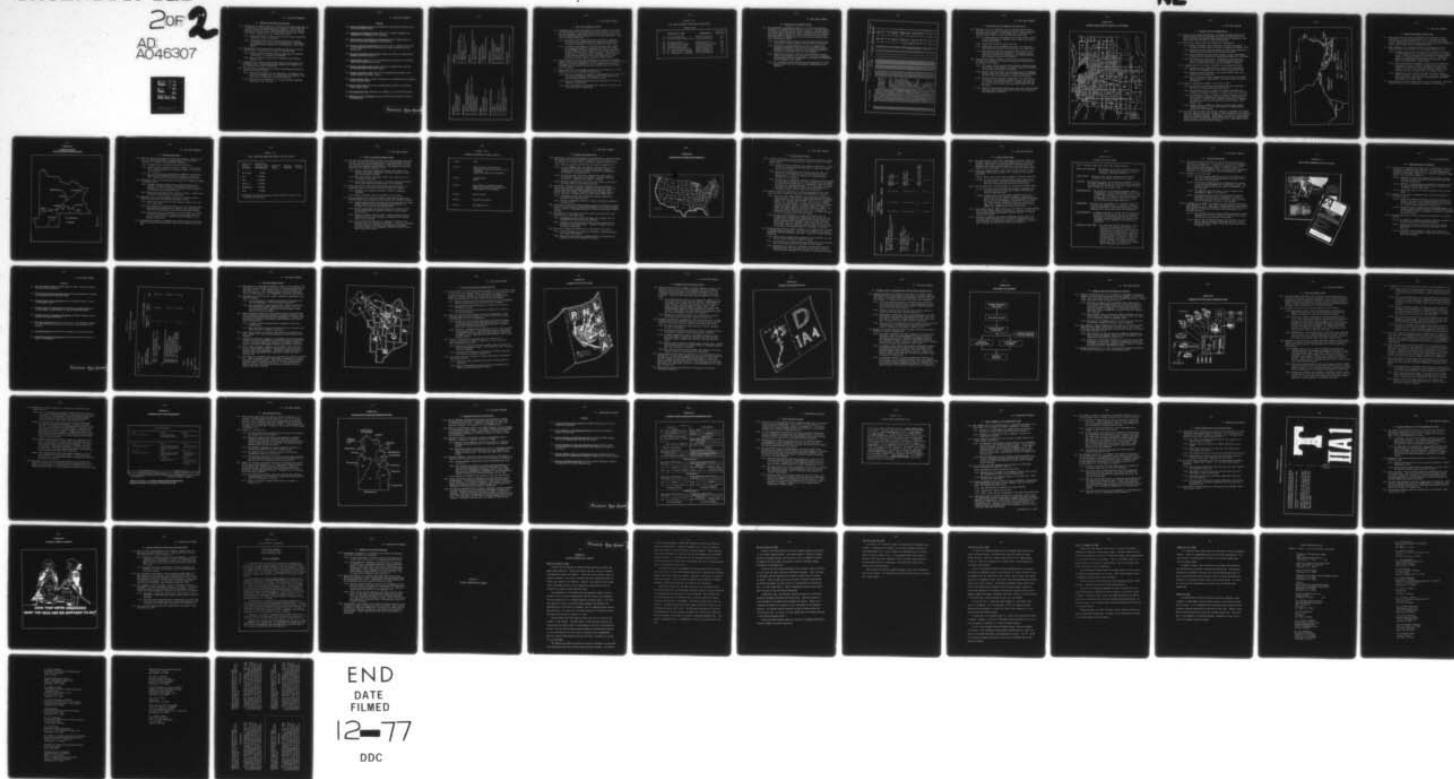
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2.0 ALLOCATION PLANNING

2.4 Emergency Relocation Instructions

- 2.41 Preparation of standby emergency relocation instructions (Reference 27) is desirable at this phase because (a) planning is sufficiently advanced to provide an initial operating capability, and (b) such instructions are a vehicle for rapid improvement during early stages of a crisis. Exhibit A-2.4 is a sample cover sheet.
 - 2.411 The relationship of crisis relocation and in-place protection should be as clear as possible.
 - 2.412 The general public (and all special groups) will receive information of the crisis from the mass media. Knowledge of local preparations should be an important part of the information.
- 2.42 Information for the general public should include where to go and what to take, as well as what to expect in the host area.
 - 2.421 Printed instructions should include maps and text materials (principally for newspaper distribution).
 - 2.422 Copy for broadcast media should supplement and reinforce printed copy.
- 2.43 Information for critical organizations should be drawn from the organization plans, disseminated through organization channels, and be consistent with public information.
- 2.44 Post-relocation information needs cannot be determined precisely in advance, but should include:
 - 2.441 Broadcast information for the "stay-puts," encouraging relocation and informing them of staging areas for supplies, risk area control regulations, and need for shelter.
 - 2.442 Radio and video information for relocated persons regarding conditions in the risk area.

3.0 HOST AREA PLANNING

Contents

- 3.1 Host Area Lodging Facilities discusses the application and limitations of host area survey data.
- 3.2 Organization Assignment Review tells how to divide relocatees into categories for congregate care assignment.
- 3.3 Specification of Congregate Care Facilities gives considerations involved in selecting congregate care facilities.
- 3.4 Reception and Care Organization gives the steps to identify facilities of city subdivisions and to establish the basic reception and care organization.
- 3.5 Relocation Movement Control Plans outlines the bases for establishing movement routes and controls.
- 3.6 Transportation Plans gives the considerations involved for continuing intra-county transportation plans.
- 3.7 Medical and Health Support Plans deals with considerations involved in providing medical and health support.
- 3.8 Economic and Supply Plans deals with considerations involved in providing economic and supply support.
- 3.9 Fallout Shelter Plans outlines procedures for designating and allocating fallout shelter spaces.
- 3.10 Public Safety Plans deals with considerations involved in providing public safety support.
- 3.11 The Operational Plan summarizes the elements of the host area CR plan.
- 3.12 Emergency Public Information describes material and media for public CR information.

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Exhibit A-3.1

USE CLASSIFICATION OF STRUCTURES

<u>Residential</u>	
11	Apartment/hotel/motel
12	Dormitory/barracks
19	Other residential
<u>Educational</u>	
21	Kindergarten/elementary school
22	Junior high/high/preparatory school
23	College/university
24	Business/professional/industrial school
25	Correctional school
26	Library/museum
29	Other educational
<u>Religious</u>	
31	Church/synagogue
32	Retreat/monastery/convent
39	Other religious
<u>Government and Public Service</u>	
41	Hospital
42	Clinic
43	Utilities
44	Communication facilities
45	Offices
46	Jail/prisons/correctional institutions
47	Monuments/memorials
49	Other government
<u>Commercial</u>	
51	Offices
52	Food stores/restaurants
53	Stores other than food stores
54	Warehouses
55	Banks/financial institutions
59	Other commercial
<u>Industrial</u>	
61	Factory/plant/manufacturing center
62	Food processing plants
69	Other industrial
<u>Amusement/Meetings</u>	
71	Theatre/auditorium
72	Community center
79	Other meeting or amusement
<u>Transportation</u>	
81	Railroad station/terminal
82	Bus station/terminal
83	Airport terminal
84	Airport hangars
85	Marine terminal
86	Automotive repair and storage
89	Other transportation facility
<u>Miscellaneous</u>	
99	Categories not covered above

3.0 HOST AREA PLANNING

3.1 Host Area Lodging Facilities

- 3.11 Arrangements for housing and feeding relocatees within a host jurisdiction establish their locations, which are the basis for all other host area planning. Input data should include the State and Allocation CR planning materials (Reference 28) and other appropriate items from the reference materials.
 - 3.111 Planning at this stage concerns only the use of congregate care facilities, recognizing that ultimately residents will be urged to volunteer to take relocatees into their homes.
 - 3.112 An initial approximation of hosting capacities may be made by dividing the number of relocatees into the total number of congregate care spaces (shown in the 1974 Host Area Survey printout, Reference 26). Should the ratio exceed unity, intensive use of facilities will be required. (This condition is not expected except in areas like California and the Northeast corridor, subject to special DCPA studies.)
- 3.12 The 1974 Host Area Surveys show congregate care spaces by building numbers (tending to be grouped by location) and by use code (Exhibit A-3.1). Congregate care space (Exhibit A-3.3) is estimated on the basis of 40 square feet per person (versus fallout shelter space of 10 square feet per person).
- 3.13 Survey data should be reviewed and modified (with assistance of local authorities) for the following considerations:
 - 3.131 Some use categories are mixed (#11 Apartments/hotels, Exhibit A-3.1, may include residential apartments), and some buildings may include areas desirable for alternative uses.
 - 3.132 Toilet and feeding facilities are most desirable, but are not included in the surveys.
 - 3.133 There are problems of classification, omission, and key punch error which may be significant.

Exhibit A-3.2

HOST AREA LOCATION OF RISK-AREA ORGANIZATIONS

Fremont County

<u>Facility No. & Name</u>	<u>Organization</u>	<u>No. of Relocates</u>
751 - First National Bank	Western Forge Corp.	465
775 - Visitor's Center Royal Gorge	Unattached Persons	180
125 - Washington School	Hewlett-Packard Co.	592
129 - St. Scholastica Academy	Colorado State Agencies	791
736 - Hildebrand Care Center	Unattached Persons	192
750 - First Wesleyan Church	Hewlett-Packard Co.	105
765 - St. Paul's Lutheran Church	Hewlett-Packard Co.	76
777 - St. Scholastica W. Building	Hewlett-Packard Co.	190
778 - St. Scholastica E. Building	U.S. Postal Service	270

3.0 HOST AREA PLANNING

3.2 Organization Assignment Review

- 3.21 The organization assignments (Exhibit A-3.2) from the Allocation Planning (2.0) include persons who will relocate to the host county to help with reception and care (school teachers), perform shelter and supply tasks (construction firms), continue their own functions (State and Federal agencies), occupy specialized facilities (hospital patients), or commute back to the risk area to use its facilities (distribution firms).
 - 3.211 Total organization personnel should be subtracted from total relocatees to indicate numbers who will arrive unattached.
 - 3.212 Proposed relocation headquarters should be compared with designated congregate care facilities to determine adequacy. Modifications should be made only if absolutely necessary, and must be coordinated with risk area planners.
 - 3.213 Organization relocation facility capacities should be compared to requirements, and surpluses or deficits accommodated by additional relocatee assignments or allocation of additional nearby congregate care spaces.
 - 3.214 All institution people should be grouped separately from the general public for ease of management, communications, and logistics.

Exhibit A.3.3

1974 DCPA HOST AREA SURVEY DATA

SL	NAME AND ADDRESS	CRP NO.	COORDINATES LAT. LONG.	ASS RASE	USE CONG CODE CAP	SHELTER CAP EXIST VENT PUMP	SOIL AVAIL REGD MTL	AS OF 11/22/74	
6159	BULL HOUSE	61592079C	383441 1065515	2	2	0	0	105	0
6159	BEAVER LAKE LODGE	61592080C	390420 1071130	2	2	0	0	182	0
6159	MOUNTAIN VIEW INN	61592081C	390420 1071130	2	2	0	0	0	0
6159	TONICHI VILLAGE RESTAURANT + LOUNG	61592082C	383243 1065326	2	2	0	0	0	0
6159	TONICHI LODGE 1 MI E GUNNISON HAY	61592083C	383243 1065326	2	2	0	0	823	0
6159	DOS RIOS MOTOR HOTEL 1 MI W OF GUN	61592084C	383214 1065730	2	2	0	0	0	0
6159	MACS MOTEL 2 MI W OF GUNNISON HAY	61592085C	383134 1065801	2	2	0	0	0	0
6159	RUSTIC MOTEL 1 1/2 MI W GUNNISON	61592086C	383133 1065809	2	2	0	0	0	0
6159	ISLAND ACRES HOTEL 1/2 MI W OF GUN	61592087C	383232 1065700	2	2	0	0	0	0
6159	ECNO WASH FORTAGE RD	61592088C	383225 1065623	2	2	0	0	0	0
6159	CUNG PLANT GARAGE	61592089C	383139 1065628	2	2	0	0	270	0
6159	LUNG HOLIDAY HOTEL	61592090C	383211 1065542	2	2	0	0	0	0
6159	GUNNISON RIVER INN W OF GUNNISON	61592091C	383211 1065642	2	2	0	0	0	0
6159	CHAPMAN EQUIPMENT CO 230 W HWY 50	61592092C	383220 1065625	2	2	0	0	0	0
6159	CHAPMAN EQUIPMENT CO GARAGE 230 W	61592093C	383220 1065625	2	2	0	0	240	0
6159	FREIGHT SALVAGE 220 W HWY 50	61592094C	383223 1065619	2	2	0	0	240	0
6159	THE FLICA 909 N WISCONSIN	61592095C	383223 1065619	2	2	0	0	32	0
6159	KINGDOM HALL OF JERUSALEM WITNESS	61592096C	383329 1065544	2	2	0	0	550	0
6159	TRINITY BAPTIST CHURCH 523 N PLME	61592097C	383245 1065601	2	2	0	0	0	0
6159	MT CALVARY LUT CHURCH 711 N MAIN	61592098C	383300 1065544	2	2	0	0	0	0
6159	HERESA APTS WESTERN ST COLLEGE	61592099C	383306 1065535	2	2	0	0	0	0
6159	TEOCALLI APTS WESTERN ST COLLEGE	61592100C	383257 1065514	2	2	0	0	59	0
6159	OLD GYM BLDG WESTERN ST COL GUNNIS	61592101C	383257 1065516	2	2	0	0	59	0
6159	KELLEY HALL WESTERN STATE COLLEGE	61592102C	383303 1065513	2	2	0	0	4382	0
6159	CHAMFORD HALL WESTERN ST COLLEGE	61592103C	383254 1065458	2	2	0	0	130	0
6159	BECKWITH HALL WESTERN STATE COLLEGE	61592104C	383256 1065509	2	2	0	0	517	0
6159	CORRADO HALL WESTERN STATE COLLEGE	61592105C	383253 1065519	2	2	0	0	170	0
6159	KORIDUX HALL WESTERN ST COLLEGE	61592106C	383253 1065518	2	2	0	0	449	0
6159	MOFFAT HALL WESTERN ST COLLEGE	61592107C	383253 1065511	2	2	0	0	95	0
6159	MEARS HALL WESTERN ST COLLEGE	61592108C	383253 1065509	2	2	0	0	95	0
6159	UTE HALL WESTERN ST COLLEGE	61592109C	383255 1065512	2	2	0	0	45	0
6159	KEATING HALL WESTERN ST COLLEGE	61592110C	383241 1065509	2	2	0	0	1080	0
6159	COLUMBINE HOTEL 138 WEST	61592111C	383241 1065515	2	2	0	0	130	0
6159	MCDERMOT CO INC 250 E TONICHI	61592112C	383240 1065539	2	2	0	0	515	0
6159	TAYLOR HALL WEST ST COLLEGE	61592113C	383254 1065503	2	2	0	0	205	0
6159	MAINTENANCE BLDG WESTERN ST COLLEGE	61592114C	383316 1065515	2	2	0	0	0	0
6159	MAINTENANCE BLDG WESTERN ST COLLEGE	61592115C	383317 1065516	2	2	0	0	0	0
6159	SHERIFFS OFF 200 W IOWA	61592116C	383247 1065528	2	2	0	0	176	0
6159	SILVER DOLLAR CAFE 205 E TOM	61592117C	383241 1065528	2	2	0	0	0	0
6159	M-W GLASS 200 E TONICHI	61592118C	383241 1065530	2	2	0	0	0	0
6159	MT VIEW CHALET 117 N TAYLOR	61592119C	383242 1065527	2	2	0	0	0	0
6159	COLORADO WEST 400 E TONICHI	61592120C	383242 1065518	2	2	0	0	140	0
6159	PARKVIEW HOTEL 101 N TELLER	61592121C	383242 1065516	2	2	0	0	0	0
6159	CHURCH OF CHRI 1ST 600 E VIRGINIA	61592122C	383145 1065510	2	2	0	0	0	0
6159	MASONIC LODGE IOWA + VIRGINIA	61592123C	383143 1065529	2	2	0	0	0	0
6159	VILLA WEST APT 600 W COLORADO	61592124C	383102 1065520	2	2	0	0	750	0
6159	GUNN MOTOR COURT 312 E TONICHI	61592125C	383241 1065522	2	2	0	0	0	0
6159	GUNNISON READY MIX 300 S FLVD	61592126C	383223 1065600	2	2	0	0	0	0
6159	GUNN RETAIL SHOP 300 S 14th	61592127C	383228 1065552	2	2	0	0	0	0
6159	GUNN GLASS + HARDWARE + SPRUCE	61592128C	383235 1065548	2	2	0	0	0	0

3.0 HOST AREA PLANNING

3.3 Specification of Congregate Care Facilities

- 3.31 The first step is to identify, from the reviewed printout data (Exhibit A-3.3), the major desirable facilities, their capacities, and their map locations. In the summary data, facilities with capacities about 120% of relocatees should be identified.
 - 3.311 If these facilities are grouped in sections of major cities, it may be desirable to identify them to small (six square block) subdivisions.
 - 3.312 Organization locations should be noted.
 - 3.313 Feeding and toilet accommodations should be located and identified with respect to facilities or city subdivisions.
 - 3.314 Some relocatees may use recreation vehicles and the like. Suitable sites should be identified. In general, use of these sites should be encouraged to ease housing problems and encourage relocatee self-reliance.
- 3.32 Each selected facility should be visited by the planning team to validate its usefulness. (A local fire inspection official should be included in the team.)
 - 3.321 Fire exits, toilets (one per 50 relocatees), movable stocks and furniture, and hallway requirements should be considered in the final determination of capacity.
 - 3.322 Minimum functional needs for buildings should be considered. (Vault, lobby, and teller space of banks should be excluded, but other office space should be considered available.)
 - 3.323 Kitchen capacities should be identified. The criterion is the lesser of kitchen meal preparations per 5 hour period, or 10 times room seating capacity. (Assumes two meals per day over a 5 hour period, with each person seated 1/2 hour per meal.)
 - 3.324 Should validated capacities be lower than about 10% of initial estimates, the planning team should revise its standards or seek additional facilities.

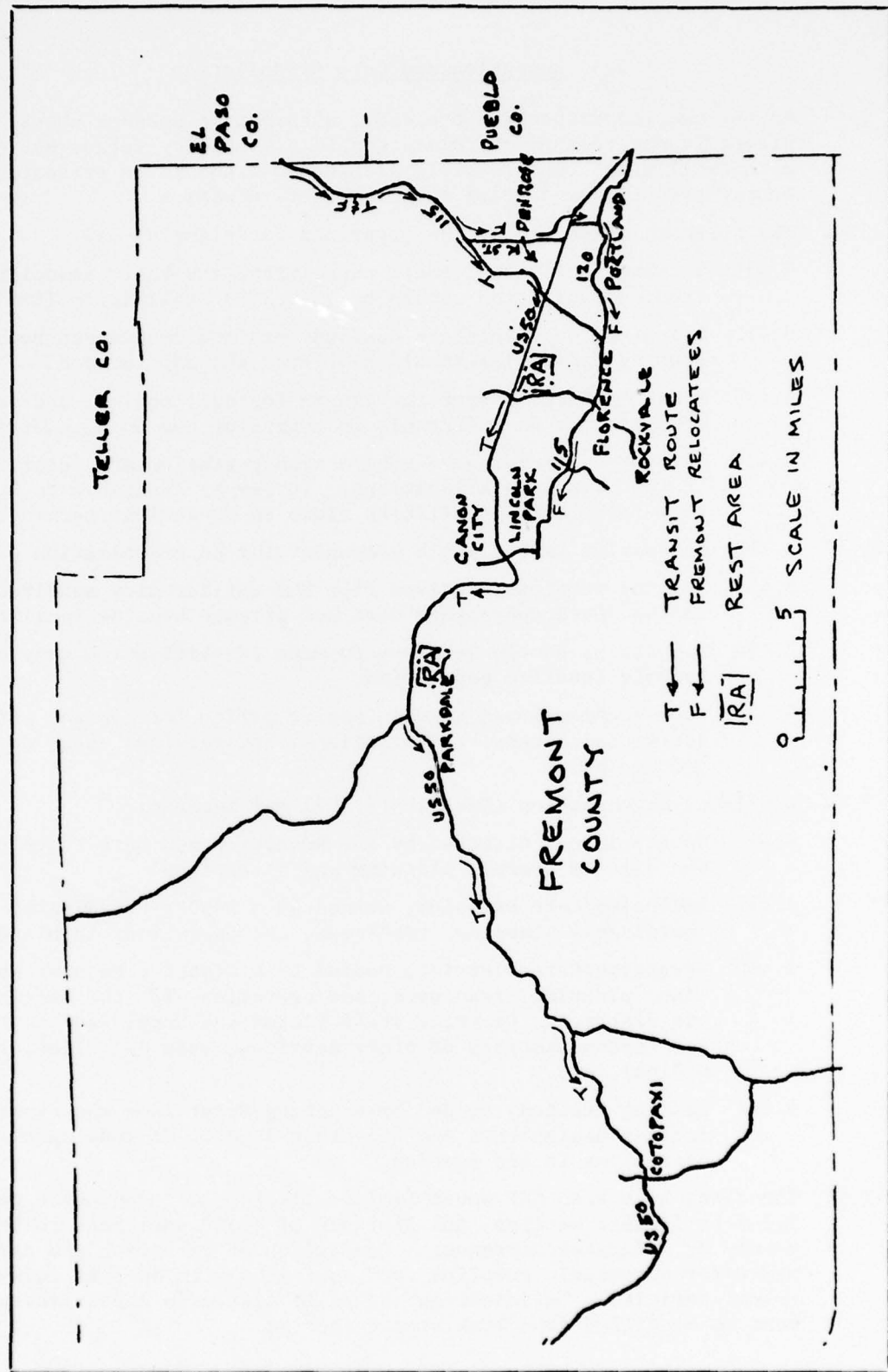
3.0 HOST AREA PLANNING

3.4 Reception and Care Organization

- 3.41 As the on-site inspection proceeds, alternative schemes should be reviewed (concentration of relocatees in a host city versus use of remote facilities), and feasible alternatives should be presented to the county executive and board for final determination.
- 3.42 The selected scheme should be organized for planning use:
 - 3.421 Housing facilities, their capacities, and their associated feeding facilities should be listed by subdivision (Exhibit A-3.4).
 - 3.422 Organization relocation headquarters and associated housing and feeding facilities should be listed and map located.
 - 3.423 Minor deviations from the square footage, toilet, and feeding criteria may be preferable to expanding the numbers of facilities.
 - 3.424 Relocatees arriving by public transportation are identified in the risk area allocations. It may be desirable to house them in selected facilities close to convenient terminals.
- 3.43 A lodging section is the basic component for an organization plan:
 - 3.431 Lodging sections, derived from the earlier city subdivisions, include both congregate care and private housing facilities.
 - 3.432 Boundaries should be drawn to make identification easy and to roughly equalize population.
 - 3.433 Each section would have a lodging office for contact with residents, relocatees, organizations, and services (such as police and health).
- 3.44 Levels of organization (Exhibit II.D.2) may include:
 - 3.441 County level, directed by the Reception and Care Coordinator who directs overall planning and operations.
 - 3.442 Reception/Care Division, headed by a Deputy Coordinator who coordinates planning, readiness, and operations in his division.
 - 3.443 Reception/Care District, headed by a District Manager who supervises planning, readiness, and operations for the sections in his district. District staff includes a Supervisor of Lodging, and representatives of other services, such as police, fire, medical, etc.
 - 3.444 Lodging Section, headed by a Deputy Supervisor who oversees lodging assignments and all other aspects of lodging/shelter operations in his section.
- 3.45 The final host area CRP would include listings of congregate care facilities by lodging section, and listings of staff positions to be filled by county or relocatee personnel. Comparison of reception and care requirements for personnel, supplies, and equipment with on-site resources may reveal deficits. Deficiencies should be listed in a Requirements Statement to be filled from risk area resources.

Exhibit A.3.5

MOVEMENT ROUTES IN FREMONT COUNTY



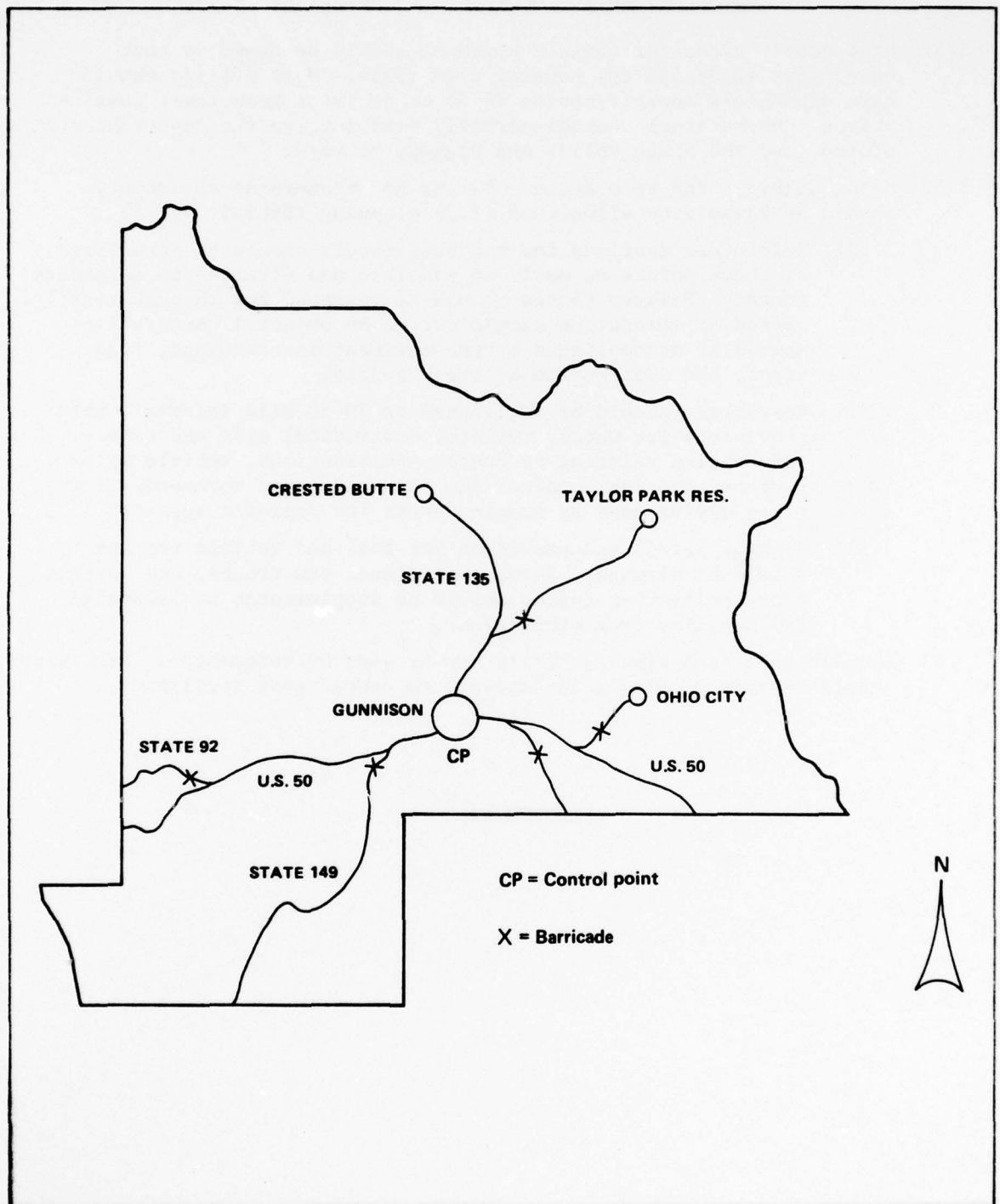
3.0 HOST AREA PLANNING

3.5 Relocation Movement Control Plans

- 3.51 Host county plans for vehicle movement should be based on route capacities (2.3) and the housing plan (3.3). Most drivers should have windshield identification (4.3) or at least know their destinations. Operational control normally will involve the County Sheriff's office, and the State Police and Highway Patrols.
- 3.52 Major highways for relocatees entering and traversing the county should be known from allocation (2.3) planning (Exhibit A-3.5).
 - 3.521 Relocatees destined for the host county should be identified at check points as early as possible and diverted to secondary routes. Primary routes should be reserved for through traffic. (Speed of relocation should not be an object.) Separation should be accomplished by pre-movement instructions, road signs, and instruction at check points.
 - 3.522 Rest areas should be designated at 20-30 mile intervals with provisions for water, toilets, and medical aid; and with information relating to routes, destinations, vehicle maintenance, and fuel. After the main relocatee movement, rest areas may be used as staging areas for logistic support.
 - 3.523 Highway patrol and provision for fuel and vehicle repairs should be planned. Service stations, tow trucks, and garages along relocation routes should be supplemented by personnel and supplies from other areas.
- 3.53 Recreational (and like) vehicles may be used by relocatees. Provisions should be made to direct the drivers to proper host facilities.

Exhibit A.3.6

GUNNISON COUNTY
CONTROL POINTS AND BARRICADES



3.0 HOST AREA PLANNING

3.6 Transportation Plans

- 3.61 When the relocation movement is essentially complete, movement control for both residents and relocatees (Exhibit A-3.6) will be necessary to conserve fuel and minimize congestion.
 - 3.611 Augmented public transportation may be necessary.
 - 3.612 Planning should consider the need to commute to work and to shop. Equity demands that rules apply equally to residents and relocatees.
 - 3.613 Use of vehicles may be controlled by temporary "trip" passes, and more-or-less permanent window stickers for driving to work. These would be issued at the lodging section office.
- 3.62 Parking for relocatee vehicles may be difficult for congregate lodging in downtown areas.
 - 3.621 Permanent parking should be within walking distance (up to 1½ miles) for owner's access. Vehicles could be used to provide a retreat for relocatees, storage for extra supplies and valuables, and housing for pets.
 - 3.622 Twenty-four hour guard service must be provided. Guards could also check authorization to use vehicles.
- 3.63 Movement to the risk area should be confined to essential traffic. Check points should be established along major routes.
 - 3.631 Trucks and trains will be moving essential supplies into and out of risk areas.
 - 3.632 Most commuting by essential workers will be by car-pools from organization relocation sites. However, some (average 25%) risk area workers reside in host areas and normally commute.
 - 3.633 Post-crisis return of relocatees will be preceded by at least 12 hours of notification; relocatees from nearest counties will be returned first. Specific plans will depend on conditions at the time.
- 3.64 Requirements of manpower, equipment, and supplies (from 3.5 and 3.6) should be compiled and deficiencies noted for the Requirements Statement.

Exhibit A-3.7

CRISIS RELOCATION NEEDS AND DEFICITS FOR THE COUNTY*

<u>Health and Medical Resources</u>	<u>Desired Ratio (Resource units to population)</u>	<u>Estimated Needs</u>	<u>Existing Resources</u>	<u>Resource Deficits</u>
Physicians	1/1000			
RNs	3.5/1000			
LPNs	1.8/1000			
Dentists	.57/1000			
Pharmacists	.63/1000			
Beds	5/1000			
*Estimates are based on the sum of county resident population and relocatees to the county.				

3.0 HOST AREA PLANNING

3.7 Medical and Health Support Plans

- 3.71 The State CR plan (Reference 26) deals with overall medical and health problem. The allocation planning (2.3) has identified most (but not all) hospital and nursing home patients. Major deficiencies in host areas should be expected and identified as requirements for detailed risk area (4.1) planning (Exhibit A-3.7).
 - 3.711 Travel, large group lodging and feeding, and separation of patients from normal medications and physicians may increase medical and health problems.
 - 3.712 Many large medical facilities (health care centers) are concentrated in risk areas.
 - 3.713 County Public Health officials, the County Medical Association, and the Red Cross should participate in the planning.
- 3.72 Mobile medical aid should be provided along the routes during the relocation phase, to be directed by those normally in charge.
 - 3.721 Emergency room capacities should be related to ambulance locations.
 - 3.722 Medical personnel should be available at rest areas.
- 3.73 Continued medical care should be planned, realizing that major host area facilities will be saturated with resident and relocated patients.
 - 3.731 Lodging plans should be reviewed, and provisions made for supplemental treatment facilities, pharmaceutical supplies, and personnel in a medically appropriate manner.
 - 3.732 Medical surveillance and initial health care contacts should be provided by medical personnel assigned to each lodging section office.
 - 3.733 Special provisions should be made to maintain patient-doctor relations for host area residents, recognizing the increased load of the relocatees.
 - 3.734 Public health protection may be augmented by resources and personnel from the risk area and the State. Particular attention will be required for analyses of potable water and sewage effluents, inspection of congregate lodging and feeding facilities, and vector control.

Exhibit A-3.8

SEQUENCE FOR RESOURCE SUPPORT PLANNING

Group 1.	Food
Group 2.	Body Protection and Operations Housing and Construction Materials and Equipment General Use Supplies and Equipment
Group 3.	Transportation Fuels
Group 4.	Water Supply and Sewage Treatment Sanitation and Water Supply Materials Health Supplies and Equipment
Group 5.	Electric Power
Group 6.	Direction and Control
Group 7.	Telecommunications

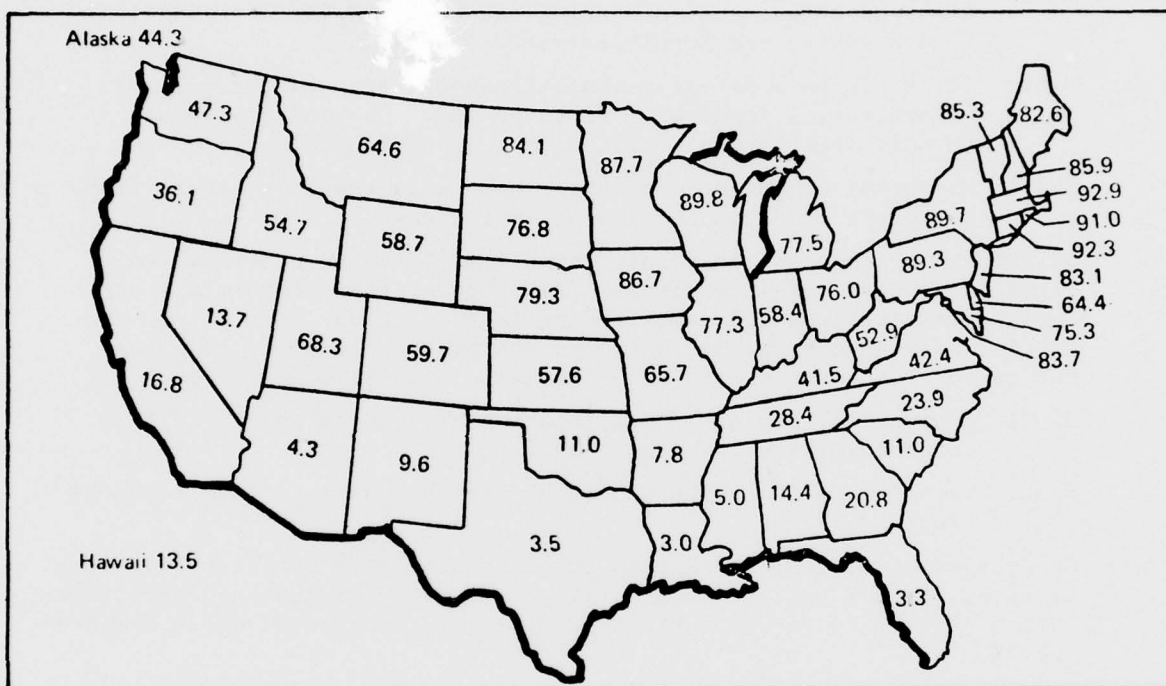
3.0 HOST AREA PLANNING

3.8 Economic and Supply Plans

- 3.81 Maintaining control and assisting in the distribution of essential goods and services in host areas should be guided by the State Plan (1.5). The sequence for resource support planning is shown in Exhibit A-3.8.
 - 3.811 Essential supplies and services are listed in Exhibit A-1.5.
 - 3.812 It is recommended that the agencies concerned with the procurement and allocation of supplies, services, manpower, transportation, and accounting be organized for coordination in a Resource and Supply Service.
 - 3.813 It should be made clear that transportation and resupply of non-essential items will be suspended. On-hand stocks may be sold out. Normal services may be continued.
 - 3.814 Essential organizations in the host area should be identified, and plans made for continuing operations.
- 3.82 Deliveries of food and associated supplies should be continued to normal users and retail outlets. Transfers of food from retail outlets to institutions and mass-feeding facilities may be a major initial host area problem. When populations settle down, supplies may be redirected at staging areas or within local communities.
 - 3.821 Accounting, paying, and allocation procedures should be in accordance with the State Plan.
 - 3.822 Security requirements should be reviewed and adequate measures provided (3.10).
- 3.83 Deliveries of medical and health supplies should be continued to normal users and retail outlets in quantities adequate for the relocated population. Security requirements should be reviewed and adequate measures provided.
- 3.84 Arrangements for the supply of electric power, gas, and solid fuels should be part of the State Plan.
 - 3.841 Arrangements should be made for heavy use of diesel fuel for transportation and construction equipment.
 - 3.842 Automobile use controls will probably be more effective than rationing to conserve gasoline. Essential commuters may be refueled in risk areas.
- 3.85 Most other economic activities will be coordinated by the State.
 - 3.851 Items in Exhibit A-1.5 should be reviewed to determine special host county requirements.
 - 3.852 Construction material and equipment should be identified and controlled for use in essential activities.

Exhibit A.3.9

PERCENTAGE OF HOMES WITH BASEMENTS



3.0 HOST AREA PLANNING

3.9 Fallout Shelter Plans

- 3.91 A crisis that brings on relocation may be resolved peacefully, or may result in nuclear attack subjecting host areas to the risk of radioactive fallout.
 - 3.911 Present CSP plans (Reference 29) should be retained for in-place protection, but may require modification to make them compatible with CR planning.
 - 3.912 Shelter survey data should be available from the CSPs, the State civil preparedness office, or DCPA shelter surveys (Reference 1). If not, the services of qualified shelter analysts will be required.
 - 3.913 Availability of residential basements is widely variable throughout the country (Exhibit A-3.9). Most basements are upgradable to PF 40 and can accommodate 5 to 8 families. Thus, if 15-20% of homes in an area have basements, it is reasonable to consider this means for sheltering at least the resident population. Congregate shelter could be used by the relocatees.
- 3.92 Shelter survey data (Reference 8), presented separately from congregate care data, include all non-farm, non-residential structures.
 - 3.921 The first five columns (Exhibit A-3.3) identify buildings and their locations. The next two columns show whether the building qualifies as a fallout shelter (NSS), and if it has a basement (BASE), ("1" indicates yes, "2" no). The next five columns show the use code; number of congregate care spaces; the number of existing shelter spaces; the spaces added by piling soil (VENT); and spaces added by providing ventilation (PUMP). The final two columns show the cubic feet of soil required for upgrading, and the availability of the soil (A, within 20 yards; B, 20 to 100 yards; and C, over 100 yards).
 - 3.922 Selection and designation of shelter facilities should be accomplished by progressively identifying best spaces that are closest to the locations of relocated and resident population. Spaces eliminated from congregate care (like food stores and restaurants) should be included. Remote, high capacity facilities (like caves and tunnels) may be included, in anticipation of relatively long warning times for the arrival of fallout.
- 3.93 Should additional fallout space be needed, it is normally most efficient to upgrade existing structures. The last four columns of the shelter survey data indicate candidate structures. Reference 30 gives detailed procedures.
 - 3.931 Ventilating is normally more economical than shielding, but less likely to add significant numbers of spaces.
 - 3.932 If construction of expedient shelters (Reference 31) is required, public parks and other open areas may be most suitable.
 - 3.933 Requirements for materials, equipment, and personnel should be compared to host area resources, and deficiencies included in the Requirements Statement for allocation of risk-area resources.

Exhibit A-3.10

MOVEMENT PHASE WORKSHEET

<u>Location</u>	<u>Personnel</u> (per shift)		<u>Vehicles</u>	<u>Equipment & Supplies</u>
	<u>Regular</u>	<u>Auxiliary</u>		
TRAFFIC MONITORS				
Rt. 115 at County Line	1	1	1	Radio; log
Between County Line and K St. Diversion	3	3	3	Radio; flares
Between K St. and Rest Area #1	2	2	2	Radio; flares
*	*	*	*	*
*	*	*	*	*
*	*	*	*	*
TRAFFIC CONTROL POINTS				
K St. Diversion at Rt. 115	1	5	1	Radio; direction
K St. and Main, Penrose	0	1	0	Signs; flares
K St. and Rt. 50	1	1	0	Auxiliary lights
Rt. 115 and Rt. 50	1	1	1	
*	*	*	*	*
*	*	*	*	*
*	*	*	*	*
REST AREAS				
	2	17	2	Radio; direction signs; flares; auxiliary lights
RECEPTION CENTERS				
*	*	*	*	*
*	*	*	*	*
*	*	*	*	*
*	*	*	*	*

3.0 HOST AREA PLANNING

3.10 Public Safety Plans

- 3.10.1 The large increase in host area population may require larger increases in public safety forces than augmentation from risk areas can meet. Many duties can be performed by auxiliary personnel. Responsibility rests with Chief Officers of the host areas, supported by their counterparts in State and risk area jurisdictions.
- 3.10.2 During the movement phase, public safety support should be based on movement routes and rest areas (3.5), as well as the housing plan (3.3).
 - 3.10.21 Mobile units should patrol highways to monitor conditions.
 - 3.10.22 At least one sworn law enforcement officer should be at each rest point. Auxiliaries could perform many of the duties at diversion points and major intersections.
- 3.10.3 The "steady-state" relocation phase will follow the movement phase.
 - 3.10.31 Fire and rescue personnel should inspect congregate care facilities as soon as they are occupied, and establish controls (smoking areas).
 - 3.10.32 A major load on law enforcement capabilities will be to provide security for essential supplies. Auxiliaries may be used for guard duty. Relocated government employees may be used at the congregate care facilities. At least one "floor monitor" should be on duty for each shift on each floor. Arming of facility personnel is not recommended, but communications should be provided.
- 3.10.4 The fallout shelter "phase" would occur in event of an attack warning. Every on-duty member should be assigned to a shelter, and all personnel should be distributed among community shelters to support the facility manager.
- 3.10.5 Personnel, equipment, and supply requirements during each of the relocation phases (Exhibit A-3.10) should be compared with host area resources, and deficiencies should be included in the Requirements Statement for allocation of risk area resources.

Exhibit A-3.11

SYNOPSIS OF TYPICAL ANNEX

- TITLE** (Should be functional rather than organizational.)
- MISSION AND FUNCTIONS** (As assigned in the basic plan plus a detailed listing of functions during the Preparatory, Relocation, and Attack Periods.)
- PARTICIPATION** (Listing of the several organizations included in the Service and having a piece of the action.)
- SITUATION** (The essential context for the mission assignment; include pertinent statements from the basic plan that are necessary to understand the operations, so that the reader does not have to refer back to the basic plan.)
- RESPONSIBILITIES** (The partition of the mission assignment among the organizations listed in PARTICIPATION on the basis of geography, jurisdiction, function, task, or time period. Refer here and/or under PARTICIPATION to the Appendices to the Annex, which will include one for each participating organization.)
- COORDINATION** (Cite here the arrangements for coordination among the participating organizations, including the naming of a Service Coordinator, reporting requirements, common communications, and interjurisdictional agreements.)
- ACTION CHECKLIST** (A summary checklist of actions for the Preparatory, Relocation, and Attack Periods for the functions appropriate to the mission statement, drawn from the Master Checklist--Appendix 1 to Annex A--with assignments to the appropriate participating organization.)
- APPENDICES TO THE ANNEX** (For each participating organization, there should be one appendix that details its organization and equipment; defines its responsibilities; assigns specific tasks and actions; specifies deployments, operating locations, and schedules; and outlines procedures and SOPs. In addition, there may be appendices for functions of a special nature or common to all participating organizations, such as communications, RADEF, rescue, reporting, and the like.)

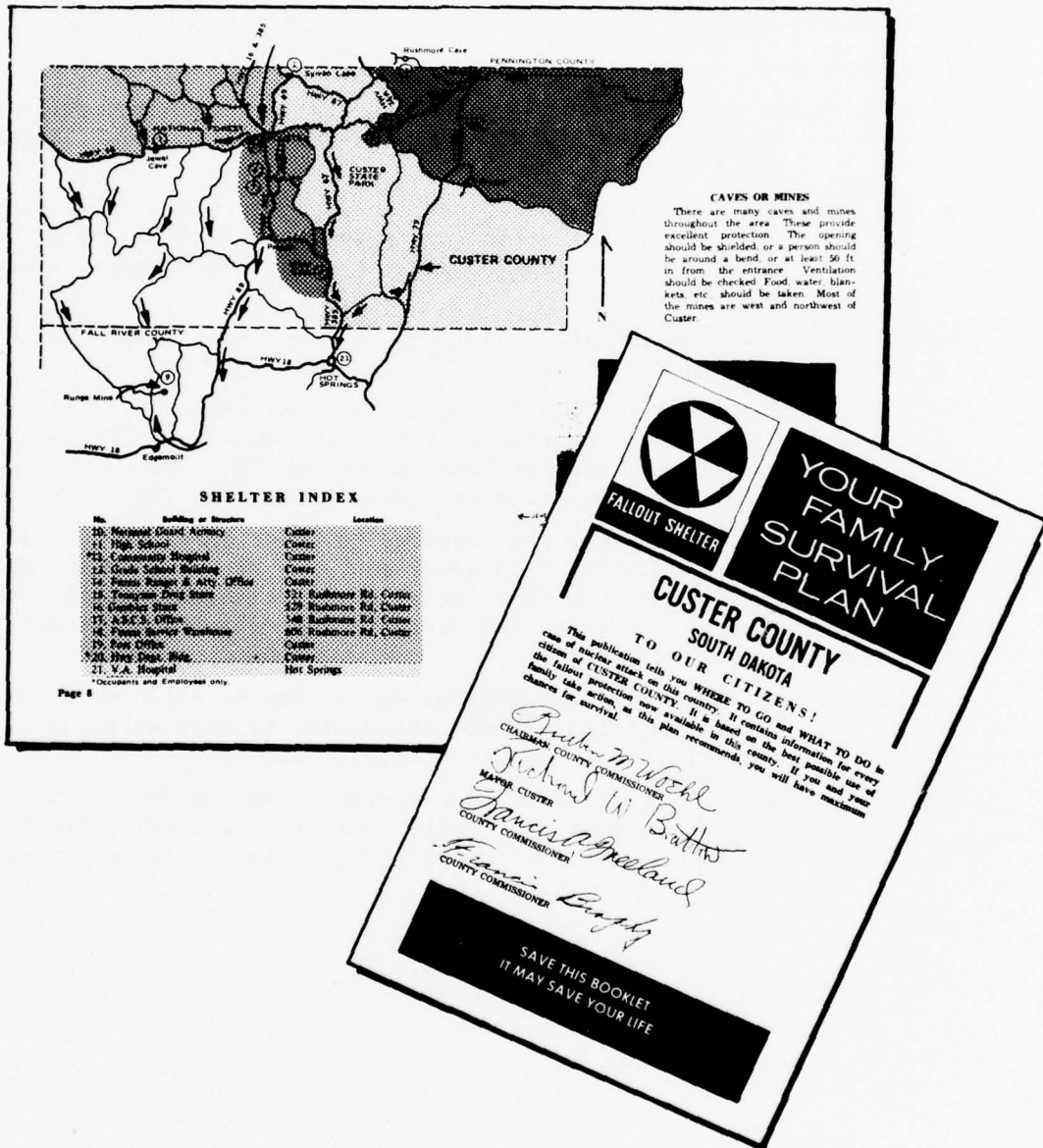
3.0 HOST AREA PLANNING

3.11 The Operational Plan

- 3.11.1 The CR operational plan should be based on the data developed in Sections 3.4 through 3.10. It may be part of an overall emergency plan, or may be separate. It should be consistent with in-place protection and other emergency plans. It should consist of a Basic Plan and Annexes (Exhibit A-3.11) with appropriate Appendices. Reference 32 is a prototype host area plan developed by DCPA.
- 3.11.2 Elements of the Basic Plan:
 - 3.11.21 The first elements (Exhibit A-1.3) cite the Authority for the Plan, the Situation and Assumption (national, State, and local), and the Mission.
 - 3.11.22 The Concept of Operations should communicate the essence of the planning arrangements in chronological order. The emergency organization and the support arrangements are also included.
 - 3.11.23 The Administration and Logistic section outlines basic arrangements common to all services.
 - 3.11.24 The Direction and Control section specifies conditions under which the plan will be implemented, the lines of succession, and the location of the EOC. Names and locations of individuals should be in an appendix.
- 3.11.3 A minimum of six Annexes are required to cover specific functional areas (Exhibit A-3.11). Each Annex contains sections on the mission and functions during the Preparatory, Relocation, and Attack Phases; participation in Direction and Control; and definitions of the operating situation.
 - 3.11.31 The Direction and Control Annex adds detailed data defining responsibilities of the executive, liaison with the State and risk area, and operations of the EOC.
 - 3.11.32 Each of the five Service Annexes (Law and Order, Fire and Rescue, Medical and Health, Reception and Care, and Resources and Supply) should follow the format and contents of Exhibit A-3.11.

Exhibit A.3.12

ONE OF MANY COMMUNITY SHELTER PLANS



3.0 HOST AREA PLANNING

3.12 Emergency Public Information

- 3.12.1 As the crisis situation that might lead to CR develops, it will be necessary to communicate with the public to inform them of host area plans and expected participation. The relationship between CR plans and CSP plans (Exhibit A-3.12) should be clarified. There appear to be three basic audiences:
 - 3.12.11 Employees of essential organizations that must continue operations during relocation should obtain specific data from the organizations.
 - 3.12.12 Employees of non-essential organizations that must curtail or cease operations during the relocation should obtain information from the mass media.
 - 3.12.13 The general public will obtain information from the mass media.
- 3.12.2 Elements of the Public Information Plan should be coordinated to the crisis phases:
 - 3.12.21 Before the relocation decision, the public should be informed of the plans, the probable stresses, and the need for home sharing. Written material should be prepared on all reception plans (especially section 3.9).
 - 3.12.22 During relocation movement and the sustaining phases, information should concern progress and desired local actions. The information should be expanded to include the interests of the relocatees.
- 3.12.3 Detailed discussion of public information procedures is in Reference 27.
 - 3.12.31 The number of information channels should be minimized to ensure accurate and non-conflicting reports.
 - 3.12.32 Detailed and specific instructions should be written. Radio and TV can review, explain, and update written materials.
 - 3.12.33 Government sources should originate the substance of directives and instructions. Rumor deflation procedures should be developed.

4.0 RISK AREA PLANNING

Contents

- 4.1 Host Area Support Plans discusses means by which risk area planners may fill host area deficits.
- 4.2 Refined Allocation and Operations Plans discusses updating, reviewing, and expanding initial risk area plans.
- 4.3 Movement Plans for General Public gives information basic to developing movement plans.
- 4.4 Movement Plans for Organizations and by Public Transportation discusses movement considerations for special population groups.
- 4.5 Movement Plans for Equipment and Supplies discusses movement considerations for special materials.
- 4.6 Risk Area Support Plans covers activities to aid relocation, support risk area activities, maintain the risk area, and maintain attack readiness.
- 4.7 The Operational Plan describes the elements of the risk area plan.
- 4.8 Emergency Relocation Instructions describes materials and media for public CR information.

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Exhibit A-4.1

HOST AREA REQUIREMENTS STATEMENT

(By County)

A. Reception and Care		No. of People Needed		
		Lodging Office Staff	Facility Staff	Total
1. Personnel	Lodging Section Office & Facilities			
IA1				
	#751 - First National Bank (Office)	8	-	8
	#751 - First National Bank	-	10	10
	#775 - Visitor's Center Royal Gorge	-	4	4
	TOTAL	8	14	22
IA2				
	#750 - First Wesleyan Church (Office)	14	-	14
	#125 - Washington School	-	12	12
	#129 - St. Scholastica Academy	-	16	16
	#736 - Hildebrand Care Center	-	4	4
	#750 - First Wesleyan Church	-	2	2
	#765 - St. Paul's Lutheran Church	-	2	2
	#777 - St. Scholastica W. Building	-	4	4
	#778 - St. Scholastica E. Building	-	6	6
	TOTAL	14	46	60
IA3	Etc.
2. Equipment				
3. Supplies				
B. Traffic Control				
Etc.			Etc.	

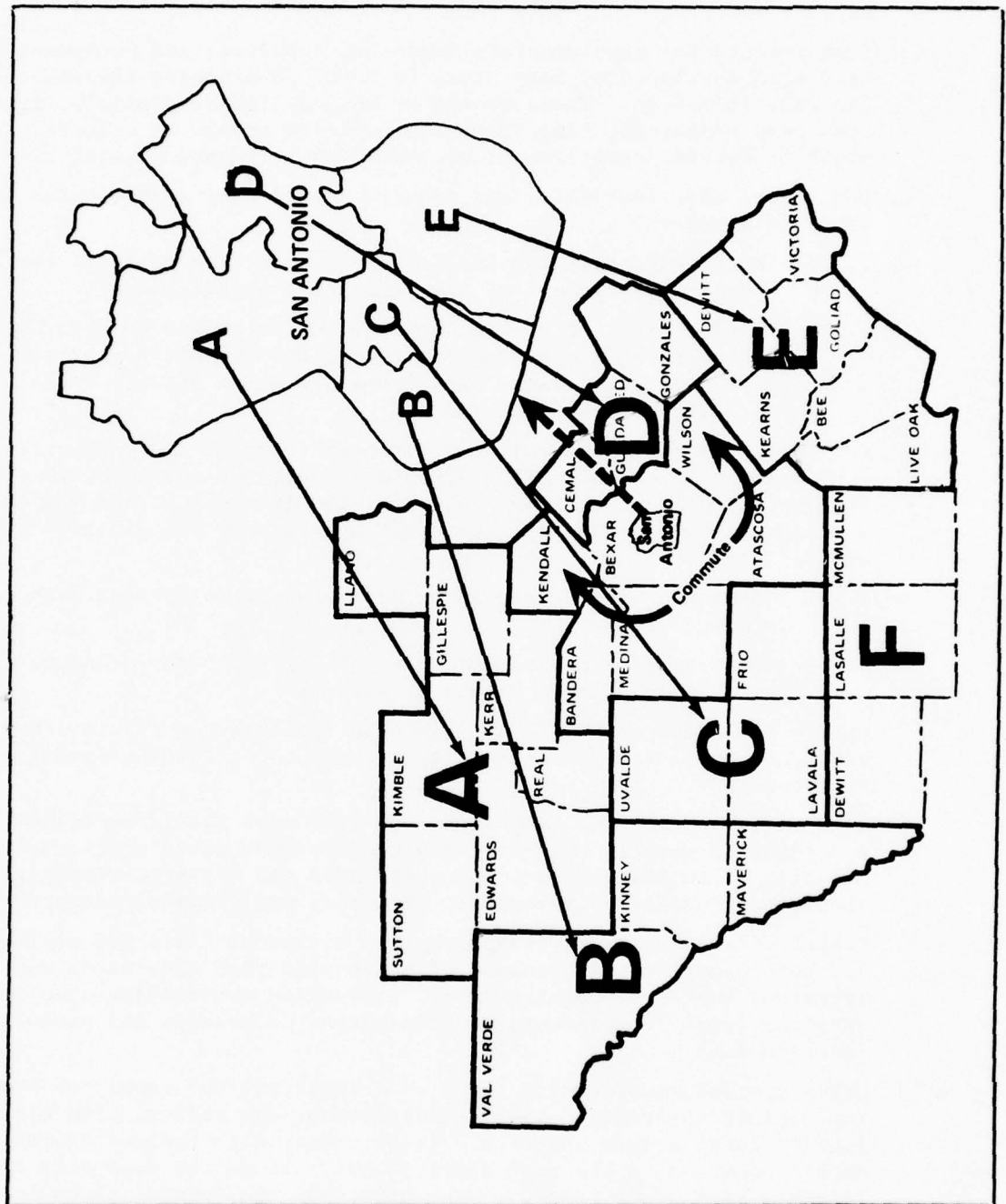
4.0 RISK AREA PLANNING

4.1 Host Area Support Plans

- 4.11 Requirements for supplementary manpower, supplies, and equipment will have been developed by host areas in Part 3.0 planning (Reference 33 and Exhibit A-4.1). These should be met, as far as possible, from risk area resources. Any remaining deficits should be referred to State or Federal agencies, or accommodated by reducing requirements.
- 4.12 Congregate care facilities may require significant supplemental manpower as managers.
 - 4.121 Units designated for organizations should be assigned staff from the management of the relocating organization.
 - 4.122 Units designated for the general public should be staffed by non-essential government employees who reside in the risk area allocation zone. Red Cross and other private relief agencies should be included.
- 4.13 Medical personnel, supplies, and equipment--beyond those associated with relocating organizations--should be assigned according to their resident allocation area and host area requirements. Planning guidance should be provided by government health agencies and private medical associations.
 - 4.131 Government health personnel may be assigned to risk area staging areas.
 - 4.132 Some specialized risk area facilities (such as intensive care units) may have to remain in operation.
- 4.14 Public health support will include both sanitation analysts (food, water, sewage, etc.) and trash and garbage collection personnel and equipment.
- 4.15 Construction personnel, supplies, and equipment should be allocated according to shelter upgrading and construction needs (References 30 and 31). Planning guidance for quantities and movement schedules should be provided by government engineers and private contractors.
- 4.16 Public safety personnel, supplies, and equipment (fire and police) may be in short supply because of continuing risk area needs and increased host area requirements. Allocation compromises should be based on legal requirements and evaluation of hazards and needs (section 4.6).
- 4.17 Other special requirements (such as transportation) should be provided for. RADEF instrument, shelter sanitation, and medical kits may be located in risk area shelters. These, along with trained operators, should be moved to the host areas (4.52). It may be desirable to detach a section of the risk area Direction and Control group to operate from a host area EOC.

Exhibit A.4.2

ALLOCATION AREAS



4.0 RISK AREA PLANNING

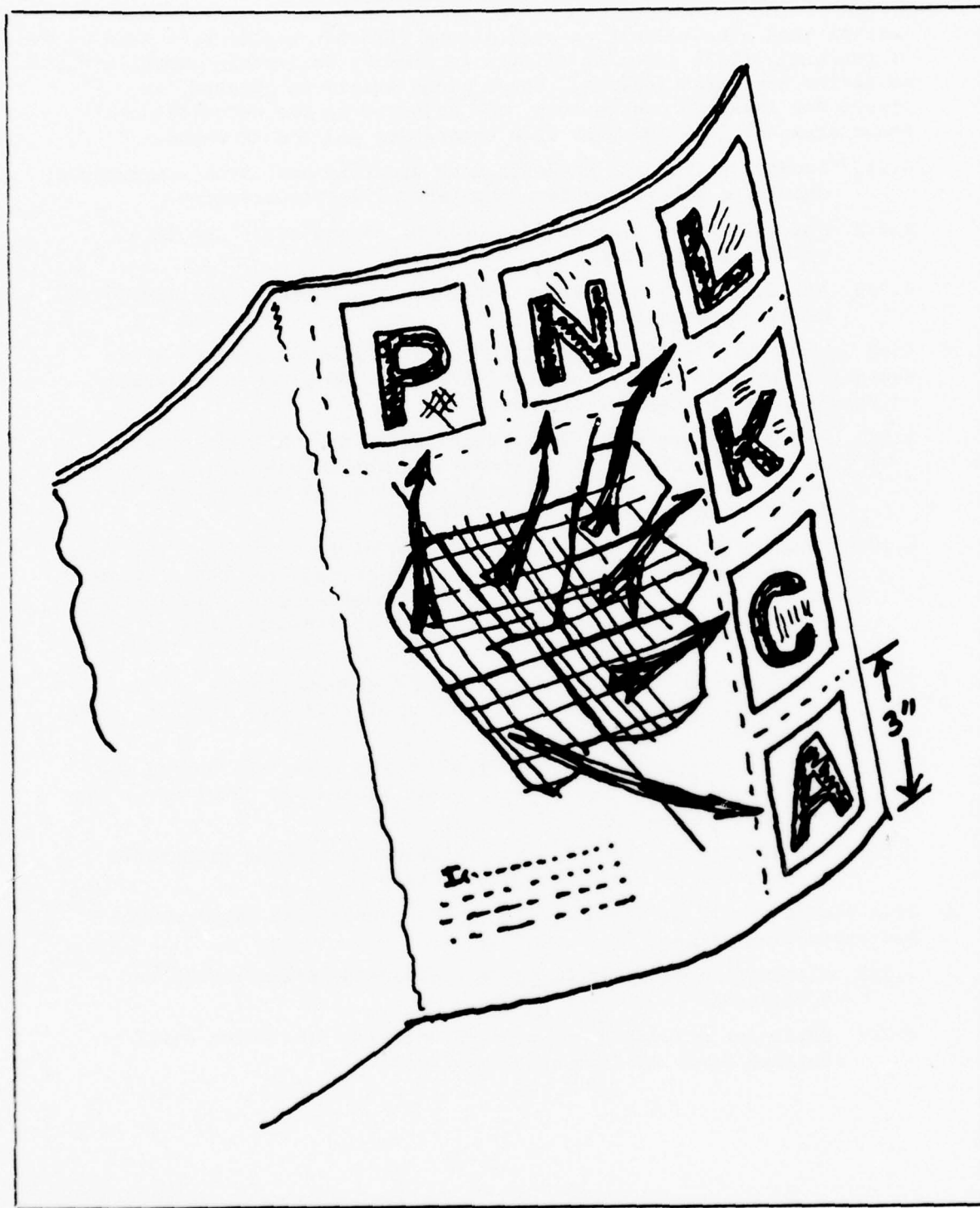
4.2 Refined Allocation and Operation Plans

- 4.21 Initial risk area relocation allocations (Exhibit A-4.2) were made as part of the early (2.3) planning efforts to provide an interim capability and to define host area loading. These plans should be updated, reviewed for internal consistency, and adjusted to the detailed data about organizations and host area capacities and requirements.
 - 4.211 Support personnel, who will have specific host area assignments, should be subtracted from the general public category.
 - 4.212 The worksheets allocating people by census tract should be updated and revised.
 - 4.213 Allocations to host areas should be reviewed and revised to alleviate imbalances.
- 4.22 Risk area operation plans should be based on minimum need to keep essential fixed facilities productive. Part 5.0 gives more detail on requirements by type of organization.
 - 4.221 Managers of each critical organization are uniquely capable of defining essential personnel and operations. Risk area plans should support their requirements and ensure compatibility with overall CR activities.
 - 4.222 Generally, organizational relocation will occur after the exit of the general public. Such relocation requires reservation of designated host area spaces and scheduling of organization movements to allow commuting that poses minimum conflict with the main exodus.
- 4.23 Initial designations of operating areas and staging areas should be reviewed and refined. Protection of risk area workers may be enhanced by plans for:
 - 4.231 Tactical evacuation (20 minutes warning time) by on-site vehicles and designated routes. This action may favor car-pools over bus commuting.
 - 4.232 All-effects shelter may be available in existing structures or provided by expedient construction.
- 4.24 Site visits should be conducted to review operational requirements and protection plans.
 - 4.241 Alternative plant staffing and relocation plans should be considered.
 - 4.242 Needs for supplementary plant protection (including civil defense functions) should be defined.

A-60

Exhibit A.4.3

EXAMPLE OF CUT-OUT BLOCKS



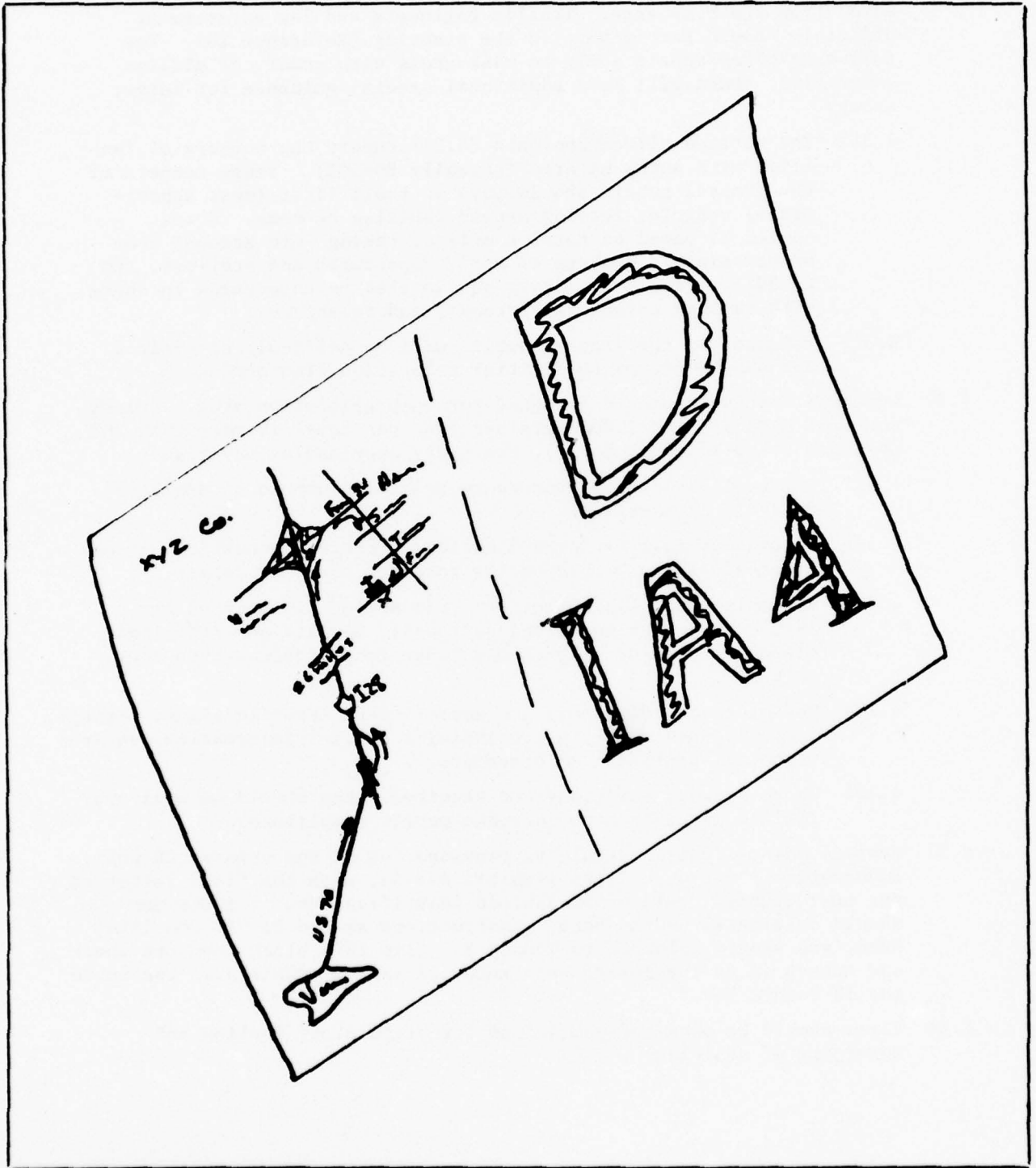
4.0 RISK AREA PLANNING

4.3 Movement Plans for General Public

- 4.31 The general public will comprise the largest numbers of people to be moved from the risk area. Traffic engineers and law enforcement officials should participate in the planning (Reference 20). The following plans should apply to risk areas with under one million population. DCPA will have additional special guidance for larger areas.
- 4.311 The refined allocation data (4.21) report the numbers of families with autos by area (normally 80-90%). These members of the general public should move in their first (most appropriate) vehicle, leaving second vehicles at home. Plans should be based on total families, taking into account some undeterminable numbers of early departures and stay-puts (up to 30%). People with cars should also be encouraged to share with carless neighbors, friends, and relatives.
- 4.312 Movement by the general public will be difficult to control and should occupy the initial relocation time period.
- 4.32 Outbound routes should be assigned for each allocation area. Unless outbound capacity (at 1,000 cars per lane per hour) is more than 20% of autos to be moved (5 hours), temporary overloading may result.
- 4.321 The basic allocation and route selection should be designed to avoid cross-traffic.
- 4.322 Continuous information and advice on traffic conditions should be broadcast to people on the road and about to depart.
- 4.323 A simple scheduling procedure (odd number licenses on first day, even number on second day) would be fair and efficient. Elaborate control schemes may cause more problems than they solve.
- 4.324 Movement control should use normal means (traffic signs, signals, and uniformed officers) to minimize special information requirements and confusion to travelers.
- 4.325 Where special solutions are required, they should be well publicized in advance to increase public compliance.
- 4.33 Vehicle identification should be provided for in the printed CR public information. Cut-out blocks (Exhibit A-4.3), with the first letter of the host county, could be windshield identification. A route map should be printed on the back. Instructions should be "If you live here, you should relocate to County X. Clip this block from the sheet and attach it to the inside top center of your windshield so the route map is toward you."
- 4.34 Plans should be made and publicized for preparatory fueling and servicing of vehicles.

Exhibit A.4.4

EXAMPLE OF ORGANIZATION ID



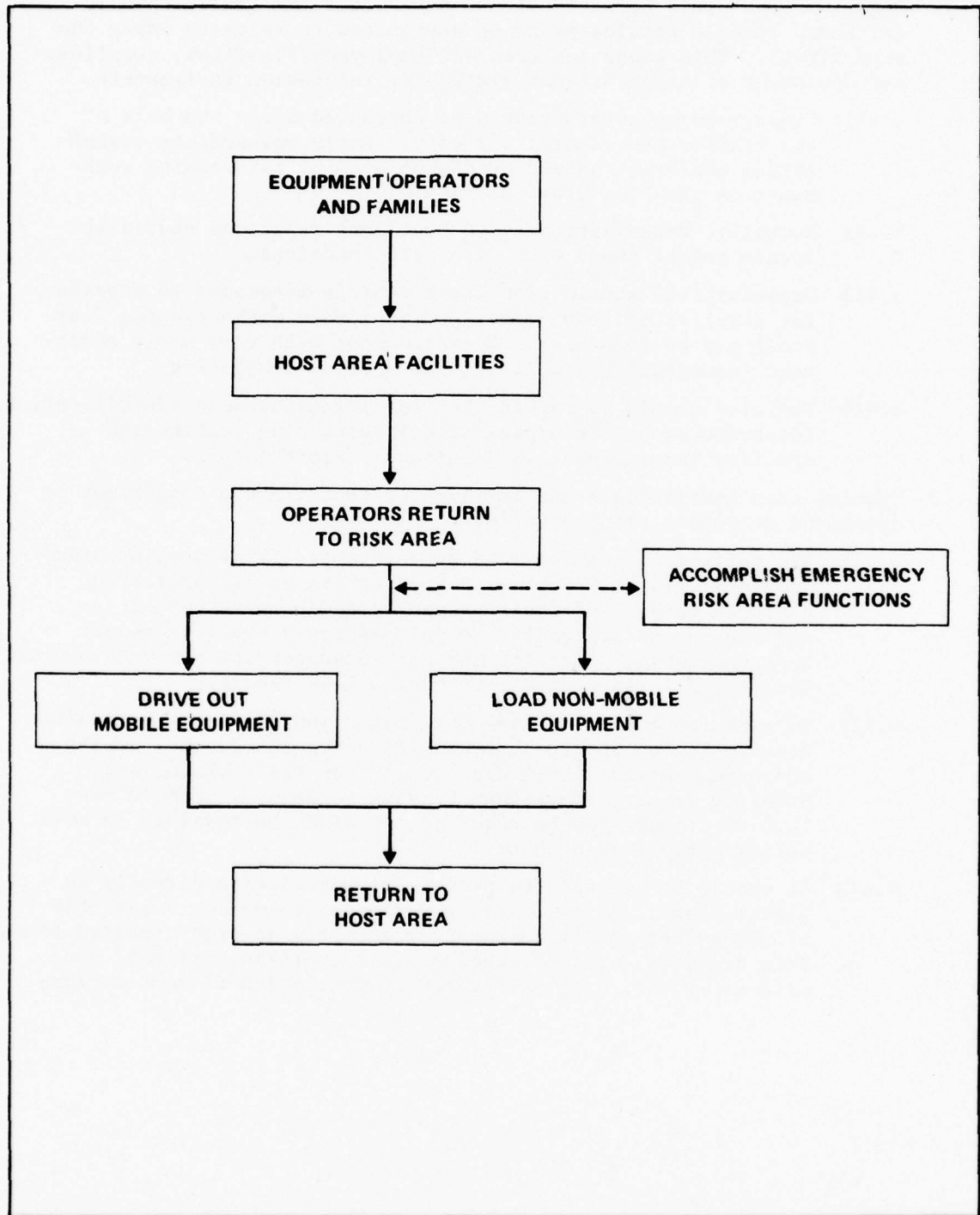
4.0 RISK AREA PLANNING

4.4 Movement Plans for Organizations and by Public Transportation

- 4.41 Organizations would be scheduled to move after the general public (although advance parties might be designated to relocate among the very first). This group includes all employees, families, supplies, and equipment of organizations slated for relocation assignments.
 - 4.411 Cross-town movements should be conducted after the bulk of the traffic has cleared the city. Early movement by organization employees should be discouraged by maintaining work-hours in the risk area facility.
 - 4.412 Normally, organizations with host area functions should relocate before those with risk area functions.
 - 4.413 Organizations should plan their vehicle movements to provide for supplies and equipment, and employees without autos (car-pools may be feasible). Organizations with very heavy equipment (construction) will require special scheduling.
 - 4.414 Vehicles should be marked with special windshield identification (distributed by the organization) containing routing and specific lodging section location (Exhibit A-4.4).
- 4.42 Special care institutions and families without transportation may be dependent on public transportation.
 - 4.421 The refined allocation data gives numbers by allocation area. Generally, large buses and passenger trains are preferred vehicles because of their passenger and baggage capacities and ongoing maintenance. School and other small buses are less desirable. Aircraft and boat transportation may be useful. Trucks and freight cars represent a last resort.
 - 4.422 To minimize enroute delays and congestion, movement by public transportation should be scheduled after the general public and organizations have relocated. Even train travel will probably require cross-town bussing to depots. Should more than one round trip be required, it might be feasible to move during early morning hours.
 - 4.423 It should be feasible to provide transportation directly to institutions. As for carless families, these could assemble at convenient points (elementary schools) at predesignated times. This requires detailed scheduling of vehicles, drivers, and pick-up points, with reiterated communication of instructions.

Exhibit A.4.5

MOVEMENT OF EQUIPMENT



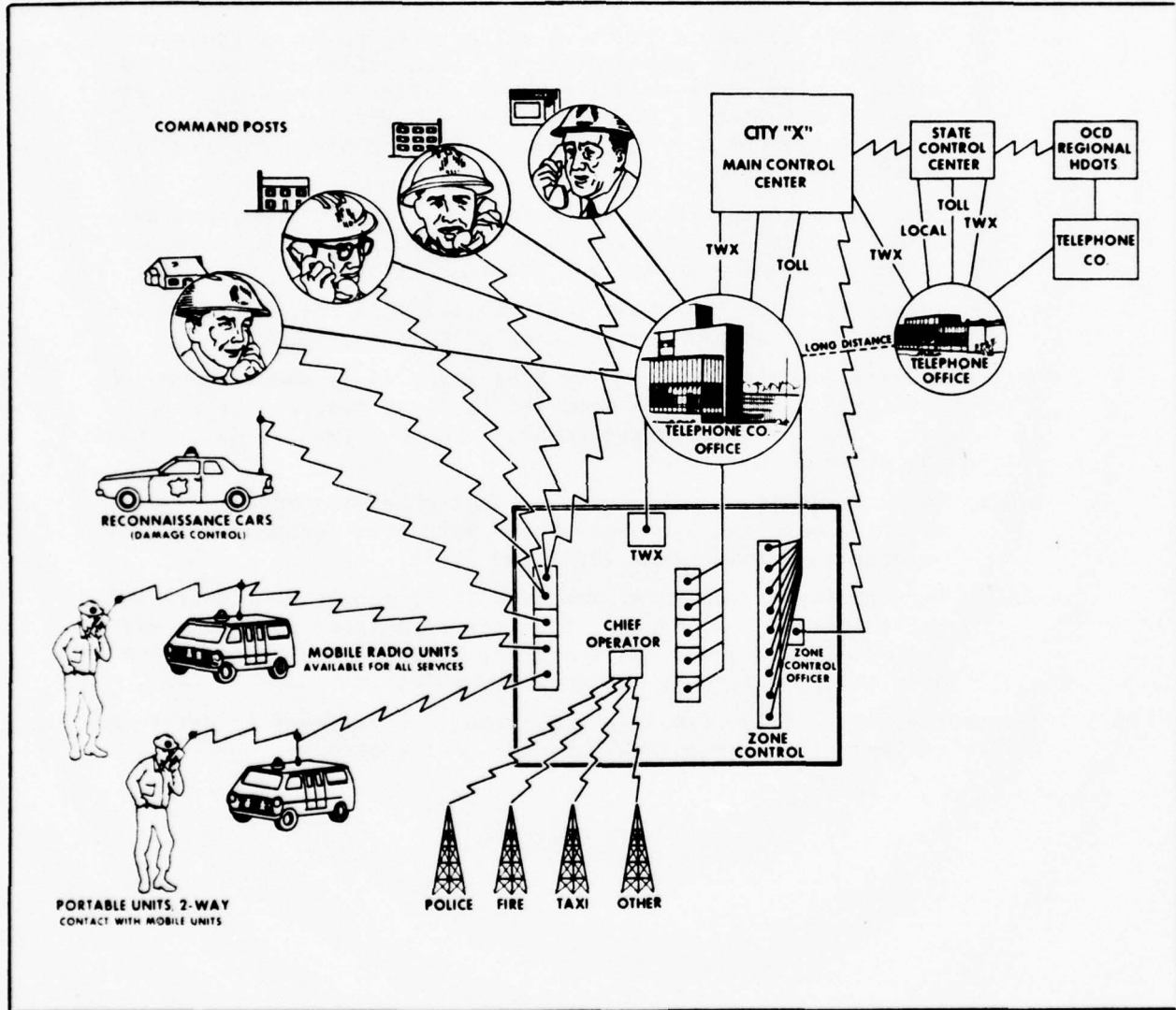
4.0 RISK AREA PLANNING

4.5 Movement Plans for Equipment and Supplies

- 4.51 Normally personnel involved in the movement of equipment and supplies (Exhibit A-4.5) should be relocated with their families to their host areas. Later they would return (by auto or deadheading buses or trains) to the risk area to move the materials (4.22).
 - 4.511 Truck-type equipment (such as garbage trucks, dump trucks, fire engines, and supply hauling tractor-trailers) should be driven out by their normal operators after the population relocation movement is completed. An alternative would be to form truck convoys accompanied by autos or buses for families and possessions.
 - 4.512 Some equipment (such as front-end loaders, backhoes, and bulldozers) should be loaded on flat-bed trucks or flat cars early in the relocation period for movement later.
 - 4.513 Construction of expedient shelter (4.23) in the risk area may be required, delaying relocation of that equipment.
- 4.52 Only essential supplies required by host areas (4.1) should be moved. Often essential items, such as food in retail stores, can be more efficiently supplied from wholesale and processor levels, as provided for in the State Plan (1.5).
 - 4.521 Large intercity trucks and vans (not otherwise required) and their drivers and swappers should have been designated in the organization selections (2.42 and 4.17).
 - 4.522 Inventories of essential supplies (4.1) should be located and designated to host areas. Trucking organizations should have preferred procedures and emergency bills of lading to accommodate multiple pick-up and delivery points.
- 4.53 Movement planning (4.3, 4.4, and 4.5) should be reviewed to determine if the refined allocations (4.2) require modifications.

Exhibit A.4.6

COMBINED WIRE AND RADIO COMMUNICATIONS



4.0 RISK AREA PLANNING

4.6 Risk Area Support Plans

- 4.61 Risk area support consists of all activities to aid the exodus (4.3, 4.4, and 4.5), support risk area activities (4.2), maintain the mostly vacated risk area, and maintain readiness in event of attack warning. These activities will largely be carried out by local government personnel. Security manpower may be in short supply, requiring suspension of normal leaves and adoption of 12 hour work shifts.
- 4.62 Planning for Direction and Control (Exhibit A-4.6) includes:
- 4.621 Designating an EOC, either well-protected or located at the edge of the risk area. The facility should be equipped and staffed according to normal civil defense procedures.
 - 4.622 Selecting at least one staging area for each operating area (4.2). The staging area should be staffed and have facilities to serve as a subordinate control center; and to provide an emergency medical clinic, food preparation for on-duty workers, and service, refueling and parking for commute and emergency vehicles including fire equipment. The staging area's size should be correlated to the work force, and also should serve as the central contact point for stay-puts.
 - 4.623 Establishing access control points on each major route entering the risk area. Their primary functions are to limit access to authorized traffic, provide information and support, and serve as a base for emergency repair and public safety forces.
- 4.63 Planning for Law Enforcement includes relocation traffic direction and control, maintenance of law and order and citizen safety, protection of public and private property, and protection of critical facilities and supplies.
- 4.631 Movement plans (4.3, 4.4, and 4.5) should be the basis for planning manpower and equipment deployments during the relocation (and return) phase. Personnel should be stationed at major intersections and should patrol exit routes for direction, assistance, and control. Traffic status should be reported to the EOC. Areas being vacated should be patrolled to provide security and assistance. Staging areas and control points should be at least partially manned.
 - 4.632 During the operating phase, aerial surveillance should be supplemented by periodic patrols of sensitive facilities (food, liquor, jewelry stores, etc.). Personnel assigned to staging areas would serve as flexible forces to respond to incidents as they arise.
 - 4.633 Estimates of manpower and equipment requirements should be based on the plans of 4.631 and 4.632 and on host area support requirements (4.1). Forces should be augmented from State and Federal resources, private agencies, and auxiliary personnel.

- 4.64 Planning for Fire Protection should follow a pattern similar to 4.63.
 - 4.641 Normal sources of fire reporting (citizen calls) will be curtailed except in operating areas. Aerial surveillance should be supplemented by fire watches on tall structures and hill-tops.
 - 4.642 After the movement phase, fire starts should be significantly reduced in the vacated areas. Commitment time may be reduced because the normal lifesaving priority will be less necessary, and activities will be largely restricted to control and containment.
 - 4.643 During the operating phase, at least one company should be assigned to each staging area. Redeployment to access control points may be desirable to enhance chances of survival in event of nuclear attack, and to allow response to nearby host areas as well as sectors of the risk area.
 - 4.644 Fire services often are used for quick response to non-fire emergencies (lifesaving). While local practices vary, and normal organization modes should be followed, usually fire services should control mobile medical aid units.
 - 4.645 Estimates of manpower and equipment requirements should be based on the plans of 4.641 through 4.644 and host area requirements (4.1). Forces should be augmented from State and Federal sources, industrial fire brigades, and auxiliaries.
- 4.65 Most of the medical resources and the patients will be relocated to host areas, but some emergency medical support will be needed for the risk area. If a hospital is to be kept open for nontransportable patients, its emergency facilities could be used. It is suggested that staff be drawn from physicians and nurses of government health organizations.
- 4.66 Blast-resistant shelter should be planned for all workers except those at the boundary of the risk area. It is likely that existing space will be limited to protection from 15 to 20 psi blast over-pressure. Expedient trench-type shelter (Reference 31) can be used to provide protection up to 30 psi, and is less subject to the fire threat. As noted in 4.513, some heavy construction equipment may be left in the risk area until expedient shelters are completed.
- 4.67 Risk area support for human needs (the counterpart of host area reception and care) involves logistical support for risk area workers during the operating phase and shelter management during an attack phase.
 - 4.671 Food preparation for mid-shift meals should be centralized in a shopping center restaurant or school cafeteria in the staging area, unless large industrial plant kitchens are available.
 - 4.672 Provisions should also be made to feed stay-puts in staging areas. Health services should be provided, as well as competent counselors to help persuade the stay-puts to relocate.
 - 4.673 Shelter and care services personnel at the staging areas should be trained to manage the shelters or direct tactical evacuation in event of attack.

- 4.68 Planning for Movement Support is a function of the Resource and Supply Service.
- 4.681 Prior to departing, relocating households will need access to food, drug, and gasoline supplies. Plans should be made, with the advice of local managers, to keep an adequate number of retail outlets open during the first days of relocation. Lockup and police access should also be worked out.
- 4.682 For the most part, State-level plans (1.7) will have made provision for movement and supply of essential goods and services. This plan will be primarily directed toward essential industries and host area requirements. Risk area operations may be expected to generate supply requirements not anticipated by overall planning. Staging area Resource and Supply units should respond to these needs by knowing sources and locations in the risk area, and by calling on Statewide resources when necessary.
- 4.683 Commuting requirements should be based on organization plans (4.2). If buses are to be used, they will usually be the same vehicles used to relocate carless families. This situation requires additional planning to coordinate the shift of functions. Commuting by car-pools is about as efficient as buses, and may be the preferred solution, considering tactical evacuation and small shift operations.
- 4.684 Local transportation within and between operating areas may be provided by light buses and trucks. A small motor pool should be set up at each staging area in conjunction with fuel and service facilities.
- 4.69 The results of the risk area support planning (4.61 through 4.68) should be reviewed for internal consistency and summarized with the results of 4.1 through 4.5. These data are the bases for the following operational plan (4.7) and emergency information materials (4.8).

Exhibit A.4.7

EXAMPLE SET OF TASK ASSIGNMENTS*

EVENT: ATTACK WARNING RECEIVED		
Fire Service Actions		
A-47 AUTOMATIC Sound public attack warning signal.	A-50 CONDITIONAL If not already accomplished, . . . , complete deployment of equipment and personnel to duty stations.	A-53 AUTOMATIC Initiate fire watch, direct actions of shelter fire guard teams.
TASK ASSIGNMENTS		
1(A) DISPATCHER Notify all fire stations to sound attack warning signal on fixed sirens.	1(A) COMPANY A Move fire truck to Central High School Athletic field via Southmore and Higgins. Park vehicle and take shelter in basement of high school. (SA-1)	1(A) COMPANY A 3 persons establish fire watch on 7th floor of National Bank Building. Phone: 329-7091
2(B) ALL STATIONS When notified of attack warning, sound warning signal on fixed siren.	2(A) COMPANY B Move fire truck to Western Shopping Center via Otis Avenue. Park vehicle and take shelter in shopping center basement. (SA-2)	2(A) DISTRICT DEPUTIES Establish contact with fire personnel assigned to shelters (see Tab A) and expedite fire prevention measures.
	3(A) ALL PERSONNEL On attack warning signal, report to assigned duty station.	3(A) DISPATCHER If not all shelters have fire personnel assigned, request Shelter Service to instruct such shelters to form fire guard team and take fire pre- vention action.
EVENT: Attack Warning received.		ACTIONS: A-47, A-50, A-53
EVENT: Movement to shelter is completed.		ACTIONS: A-59, A-62, A-63
EVENT: Advised by NEXTUP to decrease level or readiness.		ACTIONS: A-69
B-DISTANT IMPACT	C-CLEAR	D-DAMAGE
		E-ESCAPE

* Adapted from Rainey, C.T., Nuclear Emergency Operations Planning at the
Operating Zone Level, Stanford Research Institute, October 1970

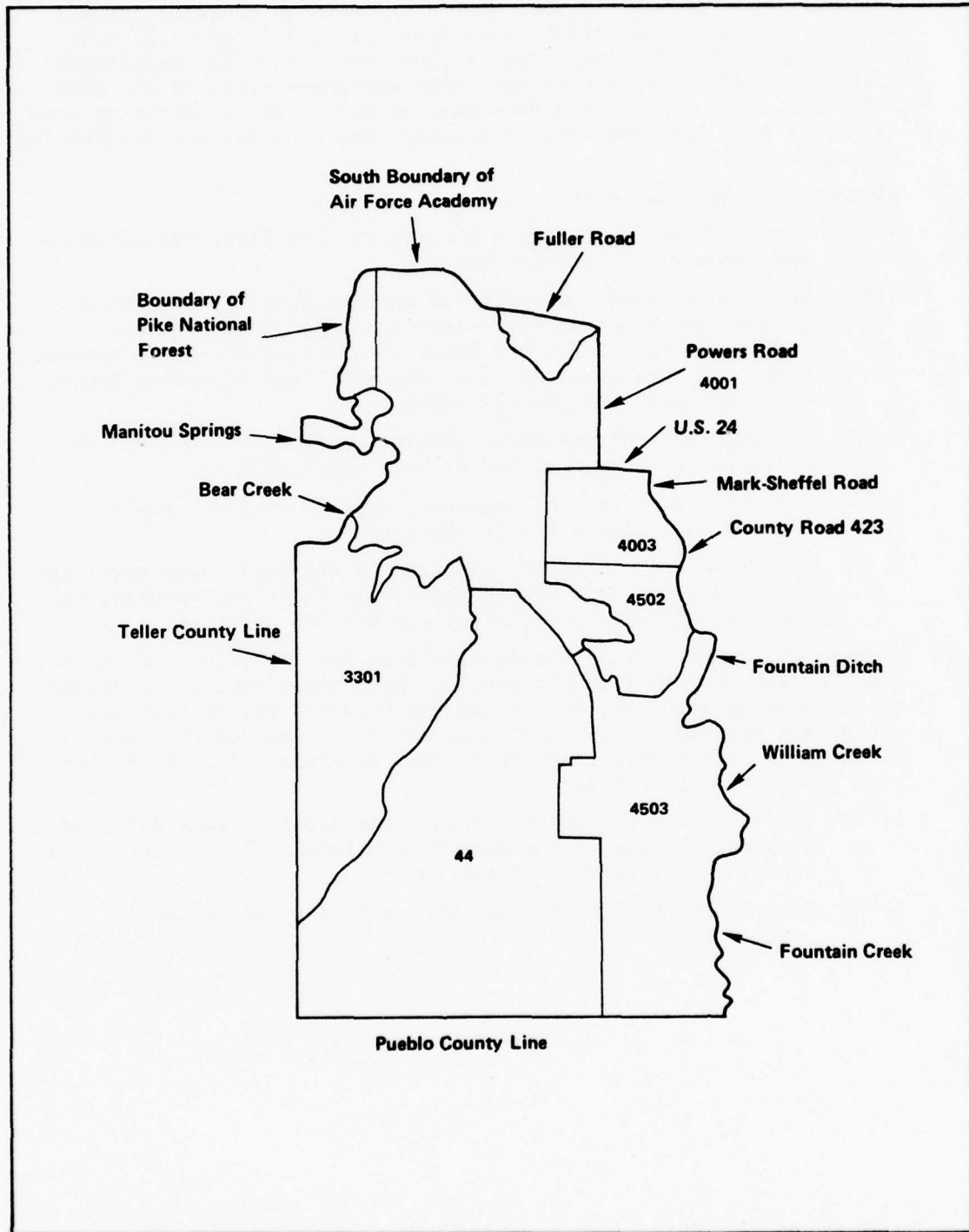
4.0 RISK AREA PLANNING

4.7 The Operational Plan

- 4.71 The risk area operational plan should be based on materials of 4.1 through 4.6 and be consistent with State (1.3, 1.4, and 1.5) and host area (3.11) planning. The CR plan should also be coordinated with the in-place protection and other emergency plans of the area. Reference 34 is a prototype developed by DCPA. If the planning area is larger than the risk area (a county), the plan may include hosting arrangements (3.0).
- 4.72 Elements of the Basic Plan:
- 4.721 The first sections cite Authority for the Plan, the Situation and Assumptions, and the Mission.
 - 4.722 Operations should be described chronologically, subdivided between the Preparatory, Relocation, and Attack Periods. Listings should include allocation and host areas and routes, essential organizations, key personnel, and Operating Areas, Staging Areas, and Control Points.
 - 4.723 The emergency organization section assigns CR functions to appropriate government and private organizations.
 - 4.724 The administrative and logistics section outlines basic arrangements common to all services.
 - 4.725 The direction and control section of the basic plan specifies the conditions under which the plan will be implemented, the executive line of succession, and the EOC location.
- 4.73 Annexes to the basic plan detail functions for Direction and Control and for each service (Exhibit A-4.7). Each annex contains sections on the mission and functions during the Preparatory, Relocation, and Attack Periods; participation in Direction and Control; and definitions of the operating situation. Reference 35 is a prototype risk area action checklist.
- 4.732 The Direction and Control Annex adds detailed data defining responsibilities of the executive, liaison with State and host areas, and operations of the EOC.
 - 4.733 Each of the Service Annexes should follow the format of Exhibit A-3.11.

Exhibit A.4.8

BOUNDARIES OF COLORADO SPRINGS RISK AREA



4.0 RISK AREA PLANNING

4.8 Emergency Relocation Instructions

- 4.81 Initial emergency relocation instructions (2.5) should be revised and amplified on the basis of planning accomplished for host areas (3.0) and risk areas (4.0). Guidance for sections (2.5 and 3.13) should be followed. For brevity, it is not repeated here.
- 4.82 Should an international crisis occur, public interest in civil defense can be expected to rise sharply. Information should be made available on basic weapons effects, the probable threat to the area, thermal countermeasures (Reference 6), and the options for in-place or relocation protection.
- 4.83 Emergency relocation instructions should be disseminated after a decision to prepare for imminent relocation is made.
 - 4.831 Messages should emphasize relocation in terms of a possible Presidential decision and not as a substitute for in-place shelter.
 - 4.832 Relocation should be presented as part of a coordinated program. Family stocking of food, medicines, and other essentials is common to both options. Full auto fuel tanks apply to relocation.
- 4.84 Detailed emergency relocation instruction content for risk areas is similar to that for host areas (3.13), and is included in Reference 27.
 - 4.841 Written movement instructions should include materials from 4.3 and 4.4.
 - 4.842 Text instructions should also include detailed materials on the risk area boundaries (Exhibit A-4.8); where to locate, when to go (if scheduling is planned), what to take; reception and care arrangements; availability of fuel and supplies; planned protection for vacated facilities; and the like.
 - 4.843 Broadcast information can be based on the text instructions.
- 4.85 During relocation, specific information on route conditions should be emphasized. Locations and schedules for those to be served by public transportation should be broadcast. They should be told what supplies to bring and should be reassured about reception and care. Organization relocation plans should be reinforced.
- 4.86 For the post-relocation period, general conditions should be reported, including information on the prospective shortages of supplies and services. Stay-puts should be encouraged to leave, and should be informed of location of staging areas and supplies and services available. They also need to be informed of special regulations (such as curfews). Ultimately they may have to be warned to seek shelter.

5.0 ORGANIZATION PLANNING

Contents

- 5.1 Crisis Relocation Plans summarizes guidance materials for critical organization planners.
- 5.2 Basic Elements of the Organization Plan discusses the essential elements of the plan.
- 5.3 Special Elements for Institutional Plans discusses added considerations for organizations that care for others.
- 5.4 Special Elements for Risk Area Operations Plans discusses added considerations for organizations that must continue to operate in risk areas.
- 5.5 Special Elements of Host Area Operations Plans discusses added considerations for organizations assigned to support host area operations.
- 5.6 Employee Information Materials describes special materials required for employees of critical organizations.

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Exhibit A.5.1

EXAMPLE MASTER ORGANIZATION ASSIGNMENT SHEET

page <u>1</u> of <u>4</u>	
<p style="text-align: center;">ORGANIZATION</p> <p>Name <u>St. Francis Hospital</u></p> <p>Address <u>E. Pikes Peak Ave. & Prospect</u> <u>Colorado Springs, CO</u></p> <p>Phone (303) <u>473-6830</u></p> <p>Official <u>Michael Whalen, Administrator</u></p> <p>No. Employees <u>350</u> No. Dependents <u>667</u></p> <p>H <u>X</u> C <u>0</u></p> <p style="text-align: right;">TOTAL EVACUEES 1,107</p>	<p style="text-align: center;">HOST JURISDICTION</p> <p>County <u>Fremont</u></p> <p>Division <u>II</u></p> <p>R/C District <u>A</u> Lodging Section <u>I</u></p> <p>R/C District _____ Lodging Section _____</p> <p style="text-align: center;">Lodging Section Office</p> <p>Building <u>Florence High School</u></p> <p>Address <u>215 N. Maple</u> <u>Florence, CO</u></p> <p>Phone (303) <u>784-6565</u></p>
<p style="text-align: center;">RELOCATION HEADQUARTERS</p> <p>Building <u>New St. Joseph Hospital</u></p> <p>Address <u>600 W. Third St.</u> <u>Florence, CO</u></p> <p>Phone (303) <u>784-6361</u> Building No. <u>0314C</u></p>	<p style="text-align: center;">COMMENTS</p> <p>Initial assignment made <u>3/21/75</u></p> <p><u>200 patients classed as dependents</u></p> <p><u>Lodging & feeding assignments 8/12/75</u></p> <p><u>Shelter assignments 11/4/75</u></p>
CONGREGATE LODGING	
<p>Building <u>New St. Joseph Hospital</u></p> <p>Address <u>Same</u></p> <p>Phone () _____ Building No. _____</p> <p>Capacity <u>725</u> No. ASSIGNED 357</p>	<p>Building <u>Livingston-Tripp Real Estate</u></p> <p>Address <u>205 W. Main St.</u> <u>Florence, CO</u></p> <p>Phone (303) <u>784-6422</u> Building No. <u>0325C</u></p> <p>Capacity <u>55</u> No. ASSIGNED 55</p>
FALLOUT SHELTER	
<p>Building <u>New St. Joseph Hospital</u></p> <p>Address <u>Same</u></p> <p>Phone () _____ Building No. _____</p> <p>Spaces <u>415</u> Vent <u>290</u> Pump <u>0</u></p> <p style="text-align: right;">No. ASSIGNED 357</p>	<p>Building <u>Livingston-Tripp Real Estate</u></p> <p>Address <u>Same</u></p> <p>Phone () _____ Building No. _____</p> <p>Spaces <u>90</u> Vent <u>0</u> Pump <u>0</u></p> <p style="text-align: right;">No. ASSIGNED 90</p>
CONGREGATE FEEDING	
<p>Building <u>New St. Joseph Hospital</u></p> <p>Address <u>Same</u></p> <p>Phone () _____ Building No. _____</p> <p style="text-align: right;">No. ASSIGNED 450</p>	<p>Building <u>Old St. Joseph Hospital</u></p> <p>Address <u>600 W. Third St.</u> <u>Florence, CO.</u></p> <p>Phone (303) <u>784-6361</u> Building No. <u>0315C</u></p> <p style="text-align: right;">No. ASSIGNED 180</p>

5.0 ORGANIZATION PLANNING

5.1 Crisis Relocation Plans

- 5.11 This part of the CR planning guidance summarizes materials for planners within critical organizations. For brevity, it relies heavily on cross-references to materials in Parts 1.0 through 4.0. It is based on Reference 5, which contains extensive explanations of organization planning and a prototype organization plan.
- 5.12 Critical organizations include key facilities to support populations or national defense; institutions with responsibilities for patients, inmates, students, and others; and organizations that provide security and services for risk and host area population and resources.
- 5.13 Individual plans, based on the materials of 5.14, should be made by the management of each organization to ensure that all critical functions are properly provided for; and that all necessary information and specialized provisions are included.
- 5.14 Upon notification that his organization is critical during crisis relocation, the planner, with the help of risk area planners if feasible, should review State, host area, and risk area plans (Reference 28). If they are not available, equivalent information should be obtained from local risk area planners.
 - 5.141 The State Plan defines risk and host areas (1.1 and 1.2), and details Statewide functions to implement and support CR (1.3, 1.4, and 1.5). Initial allocation planning (2.0) for the risk area includes identification of critical organizations (2.4).
 - 5.142 Host area plans (3.0) include assignment of relocatees to lodging and feeding facilities, and provisions for their care during the relocation period. Specific facilities are designed for critical organizations.
 - 5.143 Risk area plans (4.0) include support for the host areas, procedures for relocation movement, and provisions for continuing security and support for essential risk area operations. Specific plans for the continued operation of each critical organization are included. Exhibit A-5.1 is an example master organization assignment sheet.

Exhibit A-5.2

TYPICAL BASIC ORGANIZATION PLAN

This is the crisis relocation plan for blank organization. If relocation from this area is directed, the relocation headquarters for blank organization will be blank address in blank county. A map showing the location of the relocation headquarters and how to get there is shown in Attachment A. Employees and their dependents having an automobile will use it in getting to the relocation site. A windshield identification (Attachment B) will be provided for each vehicle. It is planned that local authorities will advise blank organization of any impending relocation at least six hours prior to an official public directive. The advance party designated in Attachment C will relocate at that time. The rest of blank organization will begin to relocate blank hours after the public announcement. Housing, feeding, and other care have been arranged for all employees and their dependents at the relocation site. Blank organization will remain relocated until the authorities inform us that we are permitted to return to this area.

5.0 ORGANIZATION PLANNING

5.2 Basic Elements of the Organization Plan

- 5.21 The simplest form of a relocation plan is synopsisized in Exhibit A-5.2, which might be the emergency information provided to employees.
 - 5.211 Simplicity is advantageous in communicating the substance of the plan to elicit proper participation and compliance.
 - 5.212 Exhibit A-5.2 outlines the basic elements of concern for organization planners.
- 5.22 In most cases, the organization will involve a single facility and closely related operations.
 - 5.221 All employees and dependents should relocate to a designated host facility and continue operations there. This relocation requires movement of supplies and equipment. If the organization cares for others (patients, students, etc.), they should be moved, too. If operations involve fixed facilities in the risk area, some workers will have to commute from the host area.
 - 5.222 Some organizations will have multiple facilities and/or operations. Management planners should decide if some are non-critical and should be eliminated from the special organization planning.
- 5.23 It is likely that some employees will not need to be relocated. Special considerations should be given to:
 - 5.231 Employees who reside outside the risk area.
 - 5.232 Employees who are members of households in which other persons may be employed by other critical organizations.
 - 5.233 Employees who, for whatever reasons, will decide not to leave the risk area (stay-puts).
- 5.24 Normally, employees will relocate by private automobile, taking essentials (medicines, three days of food, blankets, and the like) with them. For employees without autos:
 - 5.241 Ride sharing may be arranged with nearby families.
 - 5.242 Organization vehicles may be used.
 - 5.243 Public transit may be arranged with local risk area authorities.
- 5.25 Information used by risk area authorities to generate overall plans for organizations may have been based on census tract data, or other general or dated sources. Organization planners should obtain current and specific facts for 5.22, 5.23, and 5.24 to incorporate in the organization plan. Should the new data be grossly (a factor of 2) different from the government data, the differences should be reconciled with risk area authorities.

(continued on p. A-80)

- 5.26 The movement schedule is important to accomplish relocation in an efficient manner and to properly sustain and re-establish operations.
 - 5.261 Normally, the general public will be expected to leave the city first. This exodus should clear the area sufficiently so that organization employees, supplies, and equipment can move effectively, avoiding traffic tieups.
 - 5.262 To allow continuing operations, partial movements may be planned to start after work shifts.
 - 5.263 A small advance party should be relocated to the host facility immediately on notification of the decision to relocate. The advance party should take necessary supplies and equipment with them, and should activate the facility and implement plans for the reception and care of other employees and dependents (and patients, etc., if applicable). Members of the advance party will normally be staff persons who will have continuing functions to support host area reception and care personnel.
 - 5.264 The windshield identification materials should include schedule information (4.41).
- 5.27 The planning outlined in 5.21 through 5.26 should be sufficient to allow preparation of the organization plan, except for parts that may involve special considerations (outlined in subsequent sections). If the organization has other emergency plans, relocation should be made compatible and included. If relocation planning is a new experience, the following may be helpful.
 - 5.271 The first section of the plan should state its purpose and conditions under which it will be implemented.
 - 5.272 The second section should describe where the organization should relocate, who should go, how people and resources are to move, how they will be received and cared for, and when they should move.
 - 5.273 The next section may be used to state what people should take for personal and operating needs. Because the possibility for nuclear attack will be real at crisis relocation time, some consideration might be given to post-attack needs (vital records, etc.) to allow the organization to continue operations.
 - 5.274 The last section should be the assignment of responsibilities. This may involve a time-phased action checklist.

5.0 ORGANIZATION PLANNING

5.3 Special Elements for Institutional Plans

- 5.31 "Institutions" are organizations whose staff provide care for others (hospitals, sanitariums, homes for elderly, etc.); whose staff are responsible for others (schools, orphanages, etc.); or whose staff maintain custody over others (prisons, etc.).
 - 5.311 All these institutions must provide for the relocation of their "wards" or charges.
 - 5.312 Normally relocation will be to similar facilities in host areas.
 - 5.313 Specialized vehicles may be required, and staff may have to accompany the wards.
 - 5.314 Some staff may have to stay with some wards during relocation.
 - 5.315 Specialized facilities in risk areas may have to remain in operation, with staff commuting from risk areas.
- 5.32 It is vital that professional staff of the institutions determine how best to manage their affairs. The following factors may be pertinent:
 - 5.321 Staff usually perform best when they know that their families are adequately cared for.
 - 5.322 Some wards in both risk and host facilities may be safely discharged to reduce overloading.
 - 5.323 Staff auxiliaries may be available, especially during the relocation period.
 - 5.234 It may be more efficient to provide added host area supplies and equipment from central warehouses than from risk area operating sites.
- 5.33 These special elements should be incorporated in the general institution plans (5.27).

Exhibit A.5.4
EXAMPLE OF AUTO IDENTIFICATION STICKER

FOLD THIS WINDSHIELD MARKER IN HALF AND PLACE ON UPPER WINDSHIELD BEHIND REARVIEW MIRROR WITH THIS SIDE TOWARD YOU AND TAPE IN PLACE.

THIS MARKER IS FOR EMPLOYEES GOING TO WOODLAND PARK.

NO MAP IS NECESSARY. GO OUT U.S. 24 THROUGH MANITOU SPRINGS AND UP THE GRADE TO WOODLAND PARK. TELLER COUNTY TITLE COMPANY IS ON THE MAIN STREET ON THE LEFT BEYOND THE TRAFFIC LIGHT. TURN IN BEYOND THE BUILDING AND PARK IN THE REAR.

F

TAI

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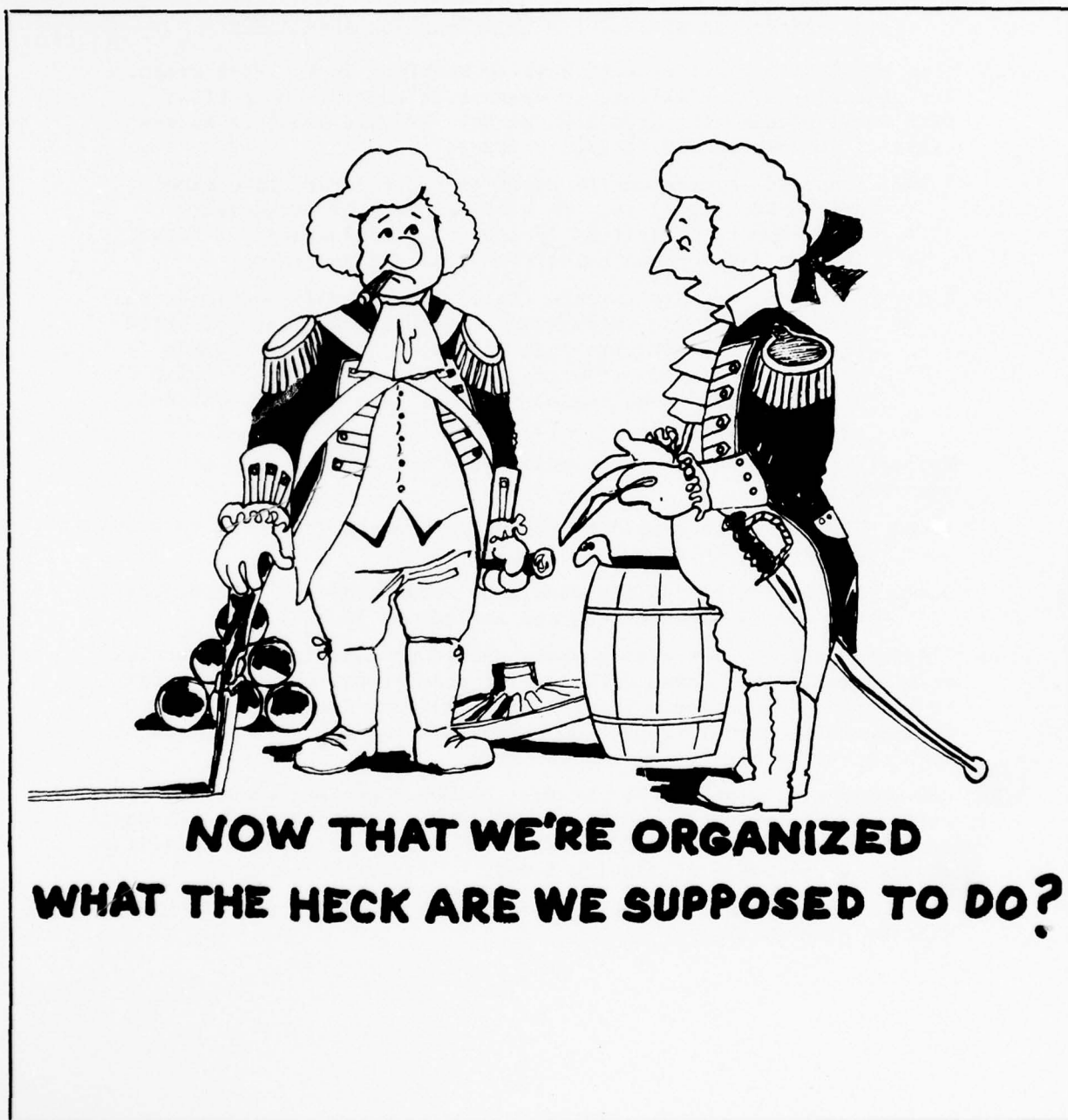
5.0 ORGANIZATION PLANNING

5.4 Special Elements for Risk Area Operations Plans

- 5.41 Some critical operations will have to continue in the risk areas. The general practice will be to operate in two 12 hour shifts, with workers commuting from host areas. Exhibit A-5.4 is an example of an auto identification sticker.
 - 5.411 If possible, the entire staff should relocate to a single, nearby host facility. This allows ease of management. Some support activities (accounting, scheduling, clerical, and the like) could be performed in the host area.
 - 5.412 If operations are interruptible, they usually should be suspended during the exodus period (banking and food distribution, for example, are interruptible). Uninterruptible operations (steel production and oil refining, for example) will involve scheduling movements at the ends of working shifts.
- 5.42 Support for continuing operations should be directed from a risk area EOC (4.62).
 - 5.421 Staging areas should be set up in central locations to support operations (4.622).
 - 5.422 Access control points should be established to control traffic and provide information and assistance (4.623).
- 5.43 Plans to protect risk area workers should be coordinated with risk area authorities. These will involve all-effects shelters (4.66) or tactical evacuation. Special civil defense duties may require additional personnel (2 per 100 employees) to deal with matters of warning, RADEF monitoring and the like.
- 5.44 Car-pools will probably be the most common means of commuting. Plans should be implemented at host area headquarters to arrange car-pools and provide access identification. Refueling and service facilities should be available at staging areas.
- 5.45 These special elements should be incorporated in the general organization plan (5.27).

Exhibit A.5.5

CARTOON—"SPECIAL ELEMENTS"



5.0 ORGANIZATION PLANNING

5.5 Special Elements of Host Area Operations Plans

- 5.51 Some critical organizations will be assigned to support host area operations during CR (Exhibit A-5.5). Trash removal and construction operations are typical examples (4.1).
 - 5.511 Planning for movement of supplies and equipment is a primary responsibility of government. Delivery locations should be specified by host and risk area plans, and instructions and support should be available at host area control points and rest areas.
 - 5.512 Organizations may be called upon to prepare equipment for movement, to assist in relocating, and to operate equipment in the host areas.
- 5.52 Much equipment is road mobile (such as garbage, sewage pump, and dump trucks, and fire engines). The normal procedure would be to have organizations prepare equipment for movement, relocate workers and dependents to host facilities, and return drivers to risk areas to move out the equipment. An alternative procedure would be to form convoys of equipment and relocatees to move as a unit.
- 5.53 Some equipment is not road mobile (such as bulldozers, forklifts, and pumps). It would be moved by freight car or trucks. The normal procedure would be to have operators load the equipment, then relocate with their dependents, and await the arrival of the equipment.
 - 5.531 Shortages of conveyance vehicles may require return trips to risk areas. Operators would normally also return to load the equipment.
 - 5.532 Some construction operations may be required in the risk area to provide all purpose shelters. Workers and equipment would relocate to host areas upon completion of the construction.
- 5.54 These special elements should be incorporated in the general organization plan (5.27).

Exhibit A-5.6

TYPICAL NOTICE TO EMPLOYEES

SPRINGS OIL COMPANY
530 S. Sawatch Avenue
Colorado Springs, Colo.

NOTICE TO EMPLOYEES

You may have seen on local TV or read in the newspaper that if the current crisis should become more extreme, the President may direct that Colorado Springs and other cities be evacuated. Plans to evacuate Colorado Springs if needed are well developed and Springs Oil Company must be an essential part of the support for this relocation if it is to be successful. Superintendent Ball has confidence that every employee will do his part to help in the defense of the nation.

Every Springs Oil employee and his family is covered by the Company relocation plan, including those who live outside the "risk area" and do not need to relocate. Your supervisor has a copy of this plan and will be glad to show it to you or tell you all about it. Briefly, we will have two main jobs to do. About two-thirds of us will relocate to Saguache, along with most of the trucks, to provide fuel to residents of Colorado Springs going to Durango or housed in Saguache and Alamoso Counties. We will travel in our own automobiles. Rides will be arranged for those without a car. We will be housed in the Masonic Temple in Saguache and eat at the Dinner Bell Cafe. This group is called Group A in our plan and the Superintendent will be in charge.

The other job is to supply fuel to essential workers and vehicles in Colorado Springs at the Southgate Shopping Center. Group B will commute in shifts from Woodland Park for this purpose. In Woodland Park, housing and feeding for this group has been arranged. The Supervisor of Deliveries will be in charge of Group B. Your supervisor can tell you which group you are in. Remember, space has been reserved for you and your family at these locations.

Meanwhile, you should be concerned about fallout shelter in or near your home. Relocation may not be directed by the President. If the crisis worsens, we will issue more specific instructions to you.

REMEMBER, THE INFORMATION IN THE NEWSPAPER AND ON THE AIR IS FOR THE GENERAL PUBLIC, NOT FOR YOU. AS AN EMPLOYEE OF SPRINGS OIL COMPANY, SPECIAL ARRANGEMENTS HAVE BEEN MADE FOR YOU AND YOUR FAMILY. IF YOU HAVE ANY QUESTIONS, SEE YOUR SUPERVISOR.

5.0 ORGANIZATION PLANNING

5.6 Employee Information Materials

- 5.61 The message in Exhibit A-5.6 represents the skeleton of emergency relocation information for employees.
 - 5.611 It may be desirable to prepare additional information and instructions on the basis of the organization plan (5.27).
 - 5.612 During peacetime, emergency planning for CR is conducted to prepare for a contingency that may or may not be implemented. Most people find it difficult to think about contingencies that are beyond their control and involve major dislocations. Thus, communication of civil defense information should be made candidly, but with great care. (In no sense should planning be done secretly.)
- 5.62 During the buildup of a situation that might lead to CR, public media will inform the public of developments and publicize CR plans for the general public (4.8). Employees of critical organizations must understand that these plans do not apply to them.
 - 5.621 During peacetime, employee interest in CR planning will normally be limited to reasons for selection of the organization for its special operations (5.1), and reasons for inquiries regarding personal status of the employees (5.2).
 - 5.622 During crisis buildup, employees will expect specific guidance. To the extent that organization plans can be translated into employee information, it is probably desirable to do so at the time the plans are made. As the crisis develops, guidance will probably have to be modified to meet the specific situation.
- 5.63 An additional vital element of the employee information plan is consideration of means to communicate after relocation. While many may be housed at relocation headquarters, some may be at homes outside the risk area, some may be stay-puts, and others may be housed in private homes. Normal communication media may be unavailable or overloaded.

B-1

Appendix B

NUCLEAR CONFRONTATION SCENARIO

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B-3

Appendix B

NUCLEAR CONFRONTATION SCENARIO

March 30 to May 14, 1982

On March 30, the Mideast war between Israel and Syria, Jordan, and Egypt again breaks out. Unlike the October 1973 war, Israel is prepared and immediately takes the offensive. During the first ten days, there is intensive warfare on all fronts, including the use of advanced surface to surface and surface to air missiles. However, the Israelis achieve significant advantages because of their preemptive strikes and are able to stabilize the conflict along favorable lines.

The Organization of Petroleum Exporting Companies (OPEC) increases the price of oil by 50% to approximately \$18.00 a barrel and accompanies this with threats of an oil embargo against the United States. The President declares a state of national energy emergency and announces the implementation of the 1978 oil consumers' pact for sharing energy reserves and production. He states that the United States will continue its peace-seeking activities and its support of Israel.

Western Europe and Japan express concern over the U.S. position but attempt to stay neutral. The USSR takes a strong pro-Arab position, declaring that the United States is continuing its role as an "international outlaw," and that Western Europe should abandon the United States because the continued Mideast war will produce the gravest world consequences. There are reports from reliable sources that Soviet volunteers are active in Syria and Egypt.

The Mideast war stabilizes during the period of mid-April to early May, with continuing Israeli air strikes against military targets. The USSR is

actively probing members of NATO with proposals and threats designed to split the NATO alliance. Among the proposals are an oil pact with the USSR, and removal of the Iron Curtain (a United Europe). These proposals are widely discussed but receive no official encouragement by the Western European nations. In the United States, the President and Secretary of State report that the Mideast war is subsiding, and that the federal government is resupplying Israeli losses.

On the local scene, the regional field officers meet with state and local officials to review DCPA planning and policies regarding the community shelter and crisis relocation program. Otherwise, activities are routine. There are reports of some local EOC activation and discussions of federal emergency funding authorizations, but these are all low-keyed.

Conditions remain about the same during the first two weeks in May. The Soviets press for an all-European conference (without the United States) on European unity and solutions to the oil problems. They maintain that the United States will be called in later to discuss specific problems relating to World War II settlements. The NATO countries reject this conference. The USSR announces that Soviet Army anti-aircraft units are now defending nine major Arab cities. The President announces on a national TV broadcast that we will continue to support the Israeli air attacks and that this support is necessary to achieve a reasonable Mideast peace. The speech is characterized as a combination of the olive branch and the iron fist.

May 15 to June 24, 1982

On May 15 the USSR announces that three Russian soldiers were killed by the Israeli bombing attacks. This announcement is followed by demonstrations throughout Russia, particularly on the U.S. Embassy in Moscow. Throughout the rest of May, the military situation continues largely stalemated in the Middle East.

On May 22 the East German government stops civilian traffic to Berlin for four hours and then continues a deliberate slowdown. Later that week, it announces that air maneuvers will require closing the air corridors to Berlin. There is some step-up in the level of Israeli raids during the Berlin harassment and this activity is interpreted as a warning and part of a "get tough" policy. Official Washington sources report diplomatic protests to stop the Berlin harassment.

During early June, the Russians continue to press for a full-scale European settlement excluding the United States. There are reports of troop buildups by the USSR and East Germany near Berlin. These are interpreted in Europe as an attempt to force acceptance of the diplomatic advances. The general tension continues to grow in Europe during the third week of June. On June 24 the East Germans put up a wooden barricade to halt Berlin autobahn traffic.

Within the United States, there are reports of increased planning for shelters, RADEF, and crisis relocation.

June 25 to June 27, 1982

On June 25 a U.S. military convoy is stopped at the barricade on the autobahn. Following this incident, the federal government informs the state governments that it has increased its readiness posture in anticipation of serious enemy action. It is suggested that there should be checks of state and local readiness, crisis relocation plans should be reviewed and prepared for publication, and state EOC's should be on 24-hour duty officer manning.

NATO protests the Berlin autobahn blockage, and on June 27 American tanks drive through. The USSR asserts that the United States has violated East German rights.

June 28 to July 6, 1982

On June 28 the Kremlin demands that the European NATO countries denounce the United States, and asserts that they will resist the East German invasion. That day a Soviet tank blocks the U.S. convoy midway to Berlin. There are estimates that sizeable Soviet reinforcements are arriving in East Germany.

The U.S. government informs the state governments that it has again increased its readiness posture in anticipation of serious European actions. It suggests that the states alert their staffs, cancel leaves, make preparations to put emergency plans into action, and activate Emergency Operating Centers and control centers. The federal government further advises that local civil defense should publish crisis relocation plans, present instructional materials to the public, and expedite courses in shelter management, RADEF monitoring, and medical self-help. There is open speculation in the press that a major European war may be in the offing.

On June 29 the U.S. and Soviet tanks engage in a fire-fight which ends in a stalemate. The following day, a full U.S. armored division advances up the autobahn to counter the Soviet forces believed to be deployed around the blocked convoy.

The next day it is announced that U.S. strike forces have been ordered to Europe. However, on July 3 the President accepts proposals for a ceasefire and agrees to withdraw U.S. troops from East Germany.

On July 5 the Russians order all allied forces to be out of Berlin in 48 hours. This ultimatum stiffens NATO's determination to resist and leads to increased mobilization and deployment of forces. The U.S. troops on the Berlin autobahn are ordered to halt their withdrawal and to move forward to Berlin.

July 7 to August 20, 1982

Soviet tanks and infantry attack the U.S. convoy on the Berlin autobahn but fighting is described as light. The NATO countries reject the Soviet ultimatum to pull out of Berlin and express their determination to take military action if necessary. The U.S. President orders full mobilization of the country's capabilities to meet the "national emergency" and calls for full cooperation.

The next day East German troops attack West Berlin in force and are successful in taking control of the city. NATO fighter bombers launch a preemptive strike on Warsaw Pact airfields.

On July 9 Soviet forces break out of East Germany and drive toward the west. These forces are met by NATO counterattacks.

On July 11 the President announces on public television that the United States and its NATO allies have no plans to use nuclear weapons in Europe. During the rest of July, the *fighting continues in Western* Europe at an increasing pace, with the Soviets gradually advancing. By the end of July, it is estimated that 150 Russian divisions are involved in a massive assault.

During the first two weeks of August, Soviet advances continue despite stubborn NATO resistance. By August 18 the Soviets have occupied all of West Germany north of Cologne.

August 21 to 23, 1982

It is announced that atomic mines are being used to stop the Communist advance. These are supplemented by tactical aircraft and missiles. Nuclear strikes on concentrations of Soviet forces in West Germany have critical effectiveness.

On August 22 Soviet nuclear missiles are exploded over NATO troop concentrations and airfields, causing great destruction. The President announces on nationwide television that this morning Russians have begun to evacuate Moscow and other major cities, an action considered preparatory to a strategic nuclear attack on the United States. He orders all state and local governments to initiate their relocation plans immediately.

August 24, 1982

All battlefield activities have been quiet since yesterday, while attempts are being made to patch up what remains of the military ground and air forces. It is considered that the destruction of military forces surpasses anything experienced in the world to this time. However, major Western European and Soviet cities have escaped destruction. The President is now talking to the Russian premier, attempting to find a way to avoid the strategic nuclear exchange.

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PLANNERS GUIDE FOR CRISIS RELOCATION TRAINING

Center for Planning and Research, Inc., Palo Alto,
CA September 1977 172 pp. Contract No. DCPA01-76-C-
0309 Work Unit 2614A

UNCLASSIFIED

This report describes the development of the Planners Guide for Crisis Relocation Training. The Guide is included as the main chapters and appendices. Local training requirements are derived from the planning materials. Training exercises responsive to the requirements are outlined. Technical planning materials are synopsized from DCPA Crisis Relocation Planning documents. The Guide is designed primarily to assist local officials should they need to prepare crisis relocation plans on a largely self-help basis.

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